

**SECTION 106  
FINDING DOCUMENTATION**

**PIN 5760.80 / PR #13PR02859  
NEW YORK GATEWAY CONNECTIONS IMPROVEMENT PROJECT  
TO THE US PEACE BRIDGE PLAZA  
CITY OF BUFFALO, ERIE COUNTY**

**OCTOBER 28, 2013**

**I. PROJECT DESCRIPTION**

The Federal Highway Administration (FHWA), in cooperation with the New York State Department of Transportation (NYSDOT), proposes a project to provide improved access to and from the US Border Port of Entry / Peace Bridge Plaza (Plaza), in the City of Buffalo, Erie County, New York. The ***New York Gateway Connections Improvement Project to the U.S. Peace Bridge Plaza*** (Project) is an undertaking subject to review under Section 106 of the National Historic Preservation Act, as amended, and its implementing regulation, 36 CFR Part 800. FHWA is responsible for Section 106 compliance, with assistance from the NYSDOT to initiate consultation, prepare information, conduct analyses, and make recommendations for findings of eligibility and effects. The Section 106 process is being carried out in coordination with other environmental reviews, including an Environmental Impact Statement (EIS) being prepared in accordance with the National Environmental Policy Act (NEPA) of 1969.

The primary need of the Project is to address the limited direct access between the Plaza and Interstate 190. Existing direct access is limited and requires regional and international traffic to use the local street system. This limited access adds additional commercial traffic to the local streets which were originally designed to only meet the needs of local traffic. The purpose of the Project is to reduce the use of the local streets by interstate traffic and provide access to and from the existing Plaza at its current location. The primary objectives of the project are to address the need for direct access from the Plaza to the northbound lanes of Interstate 190, to redirect through traffic from Front Park, and to remove Baird Drive.

Alternatives under consideration include: (1) The no-build alternative; and (2) an alternative to construct a new ramp (Ramp D) from the Plaza to the northbound lanes of Interstate 190, to remove Baird Drive, and to provide alternate access (Ramp PN) from Porter Avenue to the Plaza. The Build Alternative includes two options for the Porter Avenue intersection at Ramp P / Ramp PN, the Build Alternative with Signalized Intersection Option and the Build Alternative with Roundabout Option.

**Area of Potential Effects**

The Area of Potential Effects (APE) (map attached) was established by NYSDOT and FHWA in consultation with the New York State Historic Preservation Office (SHPO) and in accordance with 800.4(a)(1) to incorporate the geographical area within which the Project may "...directly or indirectly cause alterations in the character or use of historic properties, if any such properties exist" (36 CFR Part 800.16(d)). The APE was initially defined at a conceptual level, and revised as the project scope was modified to add new work elements.

The APE is based on a proposed scope of work for the Build Alternative that includes:

- the construction of a new ramp to the northbound Thruway I-190, designated as proposed Ramp D;

- the construction of a new Ramp PN connecting Porter Avenue to existing Ramp N;
- two options for the intersection of Porter Avenue with Ramps P and PN, either a signalized intersection or roundabout;
- the removal of Baird Drive from Front Park;
- the relocation of the Porter Avenue entrance to the Front Park drive;
- the relocation of a segment of the Shoreline Trail (Riverwalk); and
- the replacement of the existing Porter Avenue bridge over I-190 and CSX.

Located on the west side of the City of Buffalo, the APE is situated on a bluff overlooking the Niagara River, separated from the waterfront by the New York State Thruway (I-190), which runs along the river and under the Peace Bridge adjacent to Front Park and the Plaza. The project is located within a densely populated, mixed-use urban neighborhood containing residential, recreational, business and industrial components. Front Park, a city-owned public park is centrally located within the APE, providing open space within an urban setting. Outside the APE, nearby public properties include a public school, library and two parks (Columbus and Prospect Parks).

The Project APE extends east on Porter Avenue from DAR Drive to approximately 150 feet east of Busti Avenue, north to Vermont Street and the northern edge of Front Park. From the northwest corner of Front Park, the APE extends north along the outside of the Peace Bridge Plaza, terminating approximately 100 feet south of the approach to the Peace Bridge, and south along I-190 to Porter Avenue. The APE is depicted on the map designated 'Attachment A'.

The entire Project APE represents the area associated with potential indirect effects, incorporating the west-facing properties of two residential blocks on Busti Avenue opposite Front Park. This section of Busti Avenue is comprised primarily of late 19<sup>th</sup> and early 20<sup>th</sup> century properties, characterized by a fairly uniform setback and lot size. The indirect APE also includes all of Front Park, a city-owned public park situated south of the US Peace Bridge Plaza, and east of I-190.

Within the APE, a smaller area is identified for potential direct effects of physical alterations or ground disturbance associated with the proposed construction of new ramps, reconstruction of existing ramps, removal of Baird Drive, and replacement of the bridge on Porter Avenue. With the exception of a small area within Front Park, the area associated with direct effects is confined to land occupied by existing transportation facilities - the Thruway corridor, Porter Avenue, and Baird Drive.



Photo 1. Aerial view of Front Park, Porter Avenue, and Busti Avenue within the APE.

## II. STEPS TAKEN TO IDENTIFY HISTORIC PROPERTIES

Identification efforts focused on a review and update of existing information from past studies, including previous cultural resource survey reports, and the NYSHPO database and site files.

Table 1 (below) summarizes studies to inventory and evaluate historic properties within the APE.

| TABLE 1: STUDIES IDENTIFYING HISTORIC PROPERTIES WITHIN THE APE |   |  |  |
|---|---|--|--|
| DATE  | TITLE   | OBJECTIVE / DESCRIPTION  | PREPARED BY  |
| October 2013  | PIN 5760.80 – NY Gateway Connections Improvement Project to the US Peace Bridge Plaza | Addendum for revised APE - assessment of archaeological sensitivity and proposal for archaeological monitoring during construction                                       | University at Buffalo Archaeological Survey  |
| July 2013   | PIN 5760.80 – NY Gateway Connections Improvement Project to the US Peace Bridge Plaza | Update of previously evaluated historic properties w/in the APE; assessment of archaeological sensitivity and proposal for archaeological monitoring during construction | University at Buffalo Archaeological Survey  |
| June 2008<br>(Appendix D – July 2013 report)                    | PIN 5753.58 – Prospect Hill Historic District, Peace Bridge Expansion Project         | Final documentation of historic district determined National Register eligible through Section 106 review for PIN 5753.58  | University at Buffalo Archaeological Survey<br>KTA Preservation Specialists and NYSDOT |

### Updated Information on Previously Evaluated Properties

All above-ground resources within the APE have been previously evaluated for National Register eligibility. In April 2013, the Archaeological Survey, State University of New York at Buffalo conducted a site visit to update information on architectural properties within the APE. The results of this study are contained in the following report:

- Update of Previously Identified Historic Properties, Archaeological Sensitivity, and Proposal for Archaeological Monitoring.** PIN 5760.80.101, NY Gateway Connections Improvement Project to the US Peace Bridge Plaza, City of Buffalo, Erie County, New York. Nathan Montague, M.A., and Douglas J. Perrelli, Ph.D., RPA. Reports of the Archaeological Survey, Vol. 45, No. 13, Department of Anthropology, State University of NY at Buffalo, July 2013. Prepared for: NYS Museum, NYSDOT, FHWA.

South of Porter Avenue, all 8 buildings within the APE, 50 years in age or older, were previously inventoried and determined not eligible for the National Register: 565, 567, 570, and 573 Busti Avenue; 113, 115, and 132 Lakeview Avenue (also known as 111 Porter Avenue); and 637 4<sup>th</sup> Street.

### Porter Avenue Bridge

Built in 1958, the bridge carrying Porter Avenue over I-190 (BIN 5512560) was evaluated for National Register eligibility (NRE) in 2011, and determined not eligible for the National Register based on the bridge type and design of the superstructure (Montague and Perrelli 2013: 48). At that time, the masonry abutments were identified as potentially eligible archaeological resources under National Register criterion A, due to their association with the Erie Canal. In consultation with the SHPO, NYSDOT and FHWA recently determined the abutments are not considered to

be archaeological resources, but conducted further research and analysis to evaluate the potential for the abutments to meet the criteria for National Register eligibility as historic structures.

The existing bridge abutments, associated with a steel arch bridge constructed ca. 1897 over the Erie Canal, no longer retain historic integrity of design, setting, feeling, and association, and do not convey the historic character of the former 19<sup>th</sup> century canal crossing. As a result, the Porter Avenue bridge, including the abutments, was determined not eligible for listing in the National Register of Historic Places (NRHP) (Attachment F - FHWA to NYSDOT 9/16/13).

NYSDOT agreed to consider salvaging the abutments' remaining stone and architectural elements for reuse on a replacement bridge, to incorporate these materials as aesthetic elements of a context-sensitive design reflecting the history of the location and setting.

### ***Front Park and Porter Avenue***

Front Park was designed by Frederick Law Olmsted and developed between 1868 and 1876 as the Front, a 32-acre park overlooking Lake Erie and the Niagara River. Porter Avenue is a former city street incorporated into the Olmsted parkway system to connect Front Park and Columbus Park with Symphony Circle. Both are historic properties listed in the National Register of Historic Places under Olmsted Parks and Parkways Thematic Resources, as contributing resources of the NRHP-listed Delaware Park-Front Park System (90NR01217).

There are no other National Register-listed properties within the APE.

### ***Prospect Hill Historic District***

Eighteen contributing resources of the Prospect Hill Historic District are located within the Project's APE. The Prospect Hill Historic District was determined National Register eligible in 2008 as a result of the Section 106 review process for the Peace Bridge Expansion Project (PIN 5753.58.123 / PR# 01PR04982). In consultation with the SHPO, ACHP, and other consulting parties, NYSDOT and FHWA delineated district boundaries incorporating one non-contributing and 73 contributing resources, including portions of Niagara Street, Vermont Street, Columbus Parkway, Columbus Park West, and Busti Avenue (Montague and Perrelli, 2013, Appendix D).

The Prospect Hill Historic District is a residential historic district with Columbus Parkway as its main axis. Determined National Register eligible under Criteria A and C, the district possesses a concentration of architectural styles popular during the period ca. 1880-1955, depicting residential growth and development in the city of Buffalo adjacent to the Olmsted-designed Front Park and Prospect Park. Contributing resources located within the APE for the NY Gateway Connections Improvement Project include two intact blocks of vernacular architecture along Busti Avenue extending from the southern end of the district north to Vermont Street. The scale, massing, and setback of these dwellings present a unified streetscape oriented towards Front Park, and individually, field survey in 2013 found the buildings retain the same degree of architectural integrity recorded at the time the properties were evaluated in 2008 (Montague and Perrelli 2013).

Based on the 2013 site visit and updated assessment, the SHPO and FHWA have concurred there is no change in the characteristics that qualify these previously-identified historic properties for the National Register:

- 18 contributing resources to the National Register eligible Prospect Hill Historic District: 609, 615, 625, 629, 637, 639, 643, 669, 675, 679, 683, 705, 707, 709, 713, 719, and 721 Busti Avenue; and 11 Vermont Street.

- Front Park and Porter Avenue, contributing resources of the National Register listed Olmsted Parks and Parkways Thematic Resources; elements of the NRHP-listed Delaware Park-Front Park System (90NR01217)

### ***Archaeological Resources***

There are no known or recorded archaeological resources within the APE. In July 2013, the University at Buffalo prepared a report to assess archaeological sensitivity within the direct APE as defined at that time. Following revisions to the APE, an addendum study was conducted to address areas associated with the relocation of a segment of the Shoreline Trail (Riverwalk), and with the replacement of the bridge carrying Porter Avenue over I-190 and CSX (see Attachment D).

Archaeologically sensitive areas represent likely locations associated with human activities in the past, as indicated by an analysis of historic maps, existing archaeological site file data, environmental setting, and regional histories. Within the APE, the historic literature and 19<sup>th</sup> century maps suggest historic archaeological sensitivity within the context of military, transportation, residential, industrial / commercial, public utility, and public recreation themes. Locations where buildings or structures are shown on historic maps, but are no longer standing, indicate the potential presence of archaeological sites. Subsurface investigations at these locations, designated as "Map Documented Structures (MDS)", may yield buried traces of buildings or structures, features, and/or concentrations of artifacts.

For prehistoric sites, archaeological sensitivity is indicated by the proximity of known sites or by environmental variables that indicate favorable conditions for human occupation or activities in the past. The results of background research suggest that at one time, the Project location had a high prehistoric sensitivity for all prehistoric site types, as indicated by the wide range of previously recorded sites in the vicinity (outside the APE) and presence of a natural bluff and terrace situated within the relatively level lake plain (Montague and Perrelli 2013: p. 35).

Within the APE for direct effects, the likelihood for encountering intact archaeological resources is diminished by the history of land use in the area. This includes the nearby construction of the Erie Canal, which was completed in 1825, enlarged and modified numerous times in the 19<sup>th</sup> century; construction of Fort Porter in the mid-19<sup>th</sup> century; 19<sup>th</sup> century railroad construction; and construction of the New York State Thruway over the canal in the 1950's (Montague and Perrelli 2013: 8). The extent of prior ground disturbance associated with the construction of these facilities reduces the potential for intact, culture-bearing soil deposits and suggests that if archaeological sites are present, "...they will likely occur as deeply buried deposits below fill and disturbed soil layers" (Montague and Perrelli 2013: p. 37).

### III. EVALUATION OF PROJECT IMPACT ON IDENTIFIED HISTORIC PROPERTIES

Table 2 (below) summarizes proposed changes to identified historic properties within the APE under both Options for the Build Alternative, compared to 'No Build' conditions. There would be no change to identified historic properties under the No Build Alternative.

| TABLE 2: SUMMARY OF PROPOSED CHANGES TO IDENTIFIED HISTORIC PROPERTIES  |  |   |
|---|--|---|
| Historic Property<br>NRHP Characteristics   | Build Alternative w/ Signalized Intersection   | Build Alternative w/ Roundabout   |
| <b>Front Park : Contributing –</b><br>NR-listed <i>Delaware Park –</i><br><i>Front Park System</i><br>Developed by Olmsted<br>between 1868 and 1876,<br>consists of 32-acre space<br>overlooking Lake Erie and<br>Niagara River.  | Remove Baird Drive and associated sidewalk<br>Re-establish pedestrian walkways currently cut<br>off by Baird Drive<br>Relocate Porter Avenue entrance to Front Park<br>and realign driveway<br>Potential landscape elements to be determined in<br>coordination with the City of Buffalo and Buffalo<br>Olmsted Parks Conservancy        | Remove Baird Drive and associated sidewalk<br>Re-establish pedestrian walkways currently cut off<br>by Baird Drive<br>Relocate Porter Avenue entrance to Front Park<br>and realign driveway<br>Potential landscape elements to be determined in<br>coordination with the City of Buffalo and Buffalo<br>Olmsted Parks Conservancy |
| <b>Porter Avenue: Contributing</b><br>NR-listed – <i>Delaware Park –</i><br><i>Front Park System</i><br>Older city street upgraded by<br>Olmsted to a width of 100<br>feet and lined with elms,<br>connected Front Park w/<br>Delaware Park   | Construct new signalized intersection to access<br>new Ramp PN and Ramp P<br>New median divider<br>Lane reduction from 4 to 3 lanes<br>Pavement restriping<br>Walkway on south side of Porter Avenue<br>Replacement of Porter Avenue bridge<br>Potential landscape elements to be determined in<br>coordination with the City of Buffalo | Construct new roundabout to access new Ramp<br>PN and Ramp P<br>New median divider<br>Lane reduction from 4 to 3 lanes<br>Pavement restriping<br>Walkway on south side of Porter Avenue<br>Replacement of Porter Avenue bridge<br>Potential landscape elements to be determined in<br>coordination with the City of Buffalo       |
| <b>Prospect Hill<br/>Historic District</b><br>NR eligible under Criteria A<br>and C. Concentration of<br>architectural styles popular<br>during the period ca. 1880-<br>1955, depicting residential<br>growth and development in<br>the City of Buffalo adjacent to<br>Olmsted's Front Park and<br>Prospect Park. | Indirect visual changes due to removal of traffic<br>flow along Baird Avenue and potential landscape<br>elements in Front Park, to be determined in<br>coordination with the City of Buffalo and Buffalo<br>Olmsted Parks Conservancy  | Indirect visual changes due to removal of traffic<br>flow along Baird Avenue and potential landscape<br>elements in Front Park, to be determined in<br>coordination with the City of Buffalo and Buffalo<br>Olmsted Parks Conservancy   |
| <b>Prospect Hill Historic District: Contributing Resources in APE</b>   |  |   |
| <b>609 Busti Avenue</b><br>"Gardener's Cottage" from<br>Elmstone estate, ca 1870.<br>Simple frame building with<br>Gothic Revival detailing.<br>Faces Front Park and mature<br>tree-lined Busti Ave   | Improvements to viewshed due to elimination of<br>traffic on Baird Drive   | Improvements to viewshed due to elimination of<br>traffic on Baird Drive  |

| TABLE 2: SUMMARY OF PROPOSED CHANGES TO IDENTIFIED HISTORIC PROPERTIES   |   |   |
|--|---|---|
| Historic Property<br>NRHP Characteristics  | Build Alternative w/ Signalized Intersection                          | Build Alternative w/ Roundabout                                       |
| <i>Prospect Hill Historic District: Contributing Resources in APE</i>  |   |   |
| <b>615 Busti Avenue</b><br>Residential building, ca. 1955.   | Improvements to viewshed due to elimination of traffic on Baird Drive | Improvements to viewshed due to elimination of traffic on Baird Drive |
| <b>625 Busti Avenue</b><br>Residential building, ca. 1955.   | Improvements to viewshed due to elimination of traffic on Baird Drive | Improvements to viewshed due to elimination of traffic on Baird Drive |
| <b>629 Busti Avenue</b><br>Residential building, ca. 1955.<br>Faces Front Park and mature tree-lined Busti Ave   | Improvements to viewshed due to elimination of traffic on Baird Drive | Improvements to viewshed due to elimination of traffic on Baird Drive |
| <b>637 Busti Avenue</b><br>Residential building, ca. 1889 associated with Elmstone estate. Faces Front Park  | Improvements to viewshed due to elimination of traffic on Baird Drive | Improvements to viewshed due to elimination of traffic on Baird Drive |
| <b>639 Busti Avenue</b><br>Residential building, 1937<br>Faces Front Park  | Improvements to viewshed due to elimination of traffic on Baird Drive | Improvements to viewshed due to elimination of traffic on Baird Drive |
| <b>643 Busti Avenue</b><br>Four-Square residential building with Prairie Style detailing ca. 1940. Faces Front Park and mature tree-lined Busti Avenue | Improvements to viewshed due to elimination of traffic on Baird Drive | Improvements to viewshed due to elimination of traffic on Baird Drive |
| <b>669 Busti Avenue</b><br>Residential building, ca. 1950<br>Faces Front Park and mature tree-lined Busti Avenue                                       | Improvements to viewshed due to elimination of traffic on Baird Drive | Improvements to viewshed due to elimination of traffic on Baird Drive |
| <b>675 Busti Avenue</b><br>Residential building, ca. 1950  | Improvements to viewshed due to elimination of traffic on Baird Drive | Improvements to viewshed due to elimination of traffic on Baird Drive |
| <b>679 Busti Avenue</b><br>Queen Anne style residential building, designed by Joseph Lyman Silsbee, 1886<br>Faces Front Park                           | Improvements to viewshed due to elimination of traffic on Baird Drive | Improvements to viewshed due to elimination of traffic on Baird Drive |
| <b>683 Busti Avenue</b><br>Queen Anne style residential building, ca. 1890   | Improvements to viewshed due to elimination of traffic on Baird Drive | Improvements to viewshed due to elimination of traffic on Baird Drive |
| <b>705 Busti Avenue</b><br>Residential building, ca. 1948, with Italian Renaissance references   | Improvements to viewshed due to elimination of traffic on Baird Drive | Improvements to viewshed due to elimination of traffic on Baird Drive |
| <b>707 Busti Avenue</b><br>Residential building, ca. 1950, with Italian Renaissance references   | Improvements to viewshed due to elimination of traffic on Baird Drive | Improvements to viewshed due to elimination of traffic on Baird Drive |

| TABLE 2: SUMMARY OF PROPOSED CHANGES TO IDENTIFIED HISTORIC PROPERTIES                |   |   |
|---|---|---|
| Historic Property<br>NRHP Characteristics   | Build Alternative w/ Signalized Intersection                          | Build Alternative w/ Roundabout                                       |
| <i>Prospect Hill Historic District: Contributing Resources in APE</i>                 |   |   |
| <b>709 Busti Avenue</b><br>Residential building, ca. 1895                             | Improvements to viewshed due to elimination of traffic on Baird Drive | Improvements to viewshed due to elimination of traffic on Baird Drive |
| <b>713 Busti Avenue</b><br>Residential building, ca. 1950                             | Improvements to viewshed due to elimination of traffic on Baird Drive | Improvements to viewshed due to elimination of traffic on Baird Drive |
| <b>719 Busti Avenue</b><br>Stick style residential building, 1882. Faces Front Park   | Improvements to viewshed due to elimination of traffic on Baird Drive | Improvements to viewshed due to elimination of traffic on Baird Drive |
| <b>721 Busti Avenue</b><br>Stick style residential building, 1882<br>Faces Front Park | Improvements to viewshed due to elimination of traffic on Baird Drive | Improvements to viewshed due to elimination of traffic on Baird Drive |
| <b>11 Vermont Street</b><br>Colonial Revival style residential building, ca. 1930     | Improvements to viewshed due to elimination of traffic on Baird Drive | Improvements to viewshed due to elimination of traffic on Baird Drive |

#### IV. BASIS FOR RECOMMENDED PROJECT FINDING

##### Measures to Avoid or Minimize Effects to Historic Properties

With an understanding of previously identified historic resources in the vicinity of the Project, proposed access improvements to the US Peace Bridge Plaza and I-190 were designed to avoid or minimize effects on the Prospect Hill Historic District, Front Park and Porter Avenue.

- New Ramp PN and modifications to existing Ramp P are within the existing I-190 ROW, and avoid the acquisition of land from Front Park.
- Modifications to Ramp N and Ramp A are confined to existing pavement, and avoid the acquisition of land from Front Park.
- The segment of Porter Avenue listed in the National Register was recently reconstructed as part of a City of Buffalo roadway improvement project. Along this segment of Porter Avenue, the Build Alternative would not add new lanes or widen the existing road.

##### Evaluation of Effects on Historic Properties

In consultation with the SHPO, and in coordination with FHWA, NYSDOT has applied the Criteria of Adverse Effect (36 CFR 800.5(a)(1)) and finds the Build Alternative would have '**No Adverse Effect**' on identified historic properties within the APE. The views of Consulting Parties and the public have been considered as part of this evaluation.

Written comments, correspondence, and a transcript of the Consulting Party meeting held on July 30, 2013 are part of the administrative record for the Project, and will be incorporated in an appendix to the Draft Environmental Impact Statement (DEIS).

## **Porter Avenue**

Porter Avenue is a former city street incorporated into the Olmsted parkway system to connect Front Park and Columbus Park with Symphony Circle. Within the Project APE, the west boundary of the National Register-listed segment of Porter Avenue terminates near the southwest corner of Front Park.

Under the Build Alternative, a new ramp (Ramp PN) would be constructed from Porter Avenue to Ramp N east of the existing entrance-ramp (Ramp P) to I-190 northbound. Ramp PN would be the new route by which I-190 southbound traffic would enter the Plaza, replacing Baird Drive. Interstate traffic would travel a shorter distance than it does today along Porter Avenue to access Ramp PN, removing the southbound interstate traffic from the local-street segment alongside and through Front Park. Traffic movements at the intersection of Porter Avenue with Ramp PN and Ramp P would be controlled with either a signalized intersection (Option A) or roundabout (Option B).

If the option of a roundabout is selected, the configuration would be consistent with existing design elements used along roads that connect the various contributing elements of the Delaware Park-Front Park System, including one other location to the east along Porter Avenue, Symphony Circle (formerly The Circle), and at four locations on other connecting roads, including Gates Circle (formerly Chapin Place), Soldier's Place, Colonial Circle (formerly Bidwell Place) and Ferry Circle.

The location of proposed ramps to the Plaza and I-190 north (PN and P) are outside the west end of the National Register boundary for Porter Avenue. For the Build Alternative with a Signalized Intersection, a new traffic signal is proposed at Porter Avenue and the northbound on-ramps (Ramps P and PN). For the Build Alternative with a Roundabout Option, a new traffic signal would not be installed at this location.

Signing along Porter Avenue would be dependent on the final intersection configuration at Ramp P (i.e. signalized or roundabout). In either case the installation of road side signs is preferred to the installation of overhead signs to maintain the open view along Porter Avenue towards the River. The design of the Porter Avenue signs would be completed with an effort to minimize the size of the sign panels as much as allowed by the sign sizing criteria in the federal standards. Any landscape treatments on Porter Avenue included in this Project would be coordinated with the City of Buffalo.

Based on public comments asking for improved connections to LaSalle Park, a 13-foot wide shared-use path is proposed for the south side of Porter Avenue. The new path would be wide enough to accommodate bicyclists and pedestrians, providing a safe link between the neighborhoods adjacent to Front Park and the entrance to LaSalle Park. This path begins at Lakeshore Avenue and extends to DAR Drive, and eliminates a pedestrian crossing through the new Porter Avenue intersection at Ramp P. In addition, Fourth Street would be made one-way southbound on the block south of Porter Avenue. This change on Fourth Street would result in the local re-routing of small volumes of traffic.

Within the National Register listed segment of Porter Avenue, both Options under the Build Alternative would relocate the Front Park entrance on Porter Avenue to a new signalized 4-way intersection at Lakeview Avenue, replacing the existing entrance at Baird Drive. This intersection would provide a safe crossing from the north to the south side of the road for pedestrians using the walkway to travel from Front Park on the north side of the road to LaSalle Park and other destinations on the south side of the road. The proposed walkway is consistent with the historic function of Olmsted's circulation system, enhancing connectivity between Front Park and the rest of the City's park system.

Modifications along Porter Avenue also include the proposed removal and replacement of the bridge over the I-190 and CSX (BIN 5512560), to optimize the traffic flow to the Plaza from I-190 northbound and to allow for the construction of the new shared-use path along Porter Avenue. The replacement of the Porter Avenue Bridge has two

options depending on the type of intersection selected for the intersection located just east of the existing bridge approach. Each of two bridge options has a different number of lanes and the shoulder widths vary; however, the 13'-0" walkway is located adjacent to the eastbound travel lane in both options.

Both options for the Porter Avenue Bridge consist of the same bridge structure type, a three-span, continuous steel, multi-girder superstructure with cantilever abutments, supported on piles, and set-back behind the existing abutment walls. The existing stone abutment faces may possibly be left in place. Removal of portions of the existing substructure would be necessary to accommodate the new substructures.

BIN 5512560, the existing bridge, has been determined not eligible for the National Register, and the structure is located outside the boundary of the National Register-listed segment of Porter Avenue. In consultation with the SHPO and FHWA, and considering public input, NYSDOT would consider salvaging the abutments' remaining stone and architectural elements for reuse on a new bridge. These materials would be incorporated as aesthetic elements of a context-sensitive design reflecting the history of the location and setting.

In summary, the modifications proposed under the Build Alternative (Option A and Option B) are consistent with the historic use of Porter Avenue. These improvements would not alter the characteristics that qualify Porter Avenue for the National Register, and would not adversely affect its historic association with other contributing elements of the National Register listed Olmsted Parks and Parkways system.

### ***Front Park***

Proposed Ramp PN, providing direct access from Porter Avenue to the Plaza and I-190 north, is situated near the southwest corner of Front Park, outside the park boundary and NRHP boundary of the historic property. The proposed construction of Ramp PN and modifications to Ramp P would not negatively affect the historic character of the Olmsted design or recreational use of the Park, as this area is already occupied by transportation uses. Preliminary profile drawings of Ramp PN under the Build Alternative (Option A and Option B) show the proposed elevation of Ramp PN is largely at grade, or depressed below the existing ground surface adjacent to Front Park where it merges with modified Ramp N (see Attachment C). Therefore, the new Ramp PN and modified Ramps P and N would not cause new visual effects in this location, and would not alter the character of existing views looking northwest from Front Park towards the River.

On the east side of Front Park, Baird Drive currently provides direct access to the plaza for vehicular traffic from Porter Avenue, traversing the area of the historic Parade / Play Ground, an important landscape space within Front Park. Under existing conditions, Baird Drive impairs easy access to the park from the residential neighborhood to the east. The Build Alternative would remove Baird Drive and its associated sidewalk, providing open, unobstructed views within the park by eliminating the pavement and through-traffic from the green space. Existing park walkways which are currently severed by Baird Drive would be re-connected to the Busti Avenue sidewalk, providing improved pedestrian access and connectivity with the adjacent residential neighborhood, including properties within the Prospect Hill Historic District.

In addition to the removal of Baird Drive, the current park entrance from Porter Avenue would be relocated and aligned with the intersection of Lakeview Terrace, providing improved vehicular access to the park and pedestrian safety with crosswalks at a signalized intersection. Compared to existing conditions, the realigned driveway would add a minimum amount of new pavement to the park (0.1 acres). When compared with the removal of existing park driveway and Baird Drive, this change would result in a net gain of 1.8 acres of existing pavement removed and returned to parkland.

As a result of eliminating through traffic from Front Park, converting pavement to green space, and improving pedestrian access, safety, and connectivity with the residential neighborhood and historic district, the Build Alternative would result in a positive effect on the historic character of the Park and its historic use within the context of the residential neighborhood. The removal of Baird Drive from the historic landscape of the Parade / Play Ground would enhance the Park's integrity of design and setting.

Changes to Front Park proposed as part of the Build Alternative would not preclude the future implementation of any aspect of the *Buffalo Olmsted Park System: Plan for the 21<sup>st</sup> Century* (Buffalo Olmsted Parks Conservancy and City of Buffalo 2008). Any new landscape elements included in this Project would be developed in coordination with the City of Buffalo and the Buffalo Olmsted Parks Conservancy.

In summary, the Build Alternative would result in no adverse effects to Front Park.

### ***Prospect Hill Historic District***

The Prospect Hill Historic District was determined National Register eligible in 2008, based on its concentration of architectural styles popular during the period from ca. 1880 to 1955, depicting residential growth and development adjacent to the Olmsted-designed Front Park and Prospect Park. While the Project would have no direct effects on the Prospect Hill Historic District, proposed changes within Front Park would have indirect effects resulting in a positive change to the historic setting. Contributing properties along Busti Avenue face Front Park, and under existing conditions, are subject to visual and auditory intrusions associated with through traffic on Baird Drive. The removal of Baird Drive and resulting return of green space would improve the viewshed, and along with proposed changes to pedestrian walkways within the park, would improve pedestrian access and enhance the historic association between Front Park and the historic district.

The Build Alternative would not adversely affect the Prospect Hill Historic District. Indirect effects associated with proposed changes within Front Park would enhance the historic setting of the Prospect Hill Historic District and its contributing resources adjacent to the Park.

### ***Archaeological Sensitivity***

Project-related activities which may affect potential archaeological resources include ground disturbance associated with proposed reconfiguration of points of ingress to and egress from the Plaza (Ramps C and D), the construction of new Ramp PN and modifications to Ramp P and N, the construction of a signalized intersection or roundabout on Porter Avenue, and the replacement of the Porter Avenue bridge. In addition, the direct APE includes an area associated with a proposed crossing of the Shoreline Trail (Riverwalk) over the CSX Railroad north of its existing location, and realignment of the Shoreline Trail to turn south along the Black Rock Canal, extending the trail directly along the waterfront to connect to the existing alignment south of its existing underpass beneath I-190. The precise depth of excavation for bridge and ramp foundations is not known at this time.

There are no identified (previously recorded) archaeological sites within the APE for direct effects. Due to the inaccessibility of areas beneath paved and other impervious surfaces associated with existing transportation facilities, archaeological monitoring during construction is the only feasible method of investigating the potential presence of buried resources within the direct APE for this Project. Documented land alterations and the presence of deep fill soils indicate that any potential archaeological deposits would be found at depths beyond the limits of hand testing. The SHPO and FHWA have concurred with the recommendation for archaeological monitoring during construction (SHPO to NYSDOT July 18, 2013 and FHWA to NYSDOT July 25, 2013).

This method involves the close observation of construction excavations by qualified archaeologists to examine exposed soils for any evidence of features, structures, artifacts, or other remains associated with human activity. Within the context of the existing urban environment, monitoring during construction accommodates the presence of existing pavement and utilities, safety issues, and the need to maintain functioning infrastructure and services. By coordinating archaeological investigations with construction activities, disruptions to the traveling public and community are minimized, while ensuring that archaeological resources are identified and documented.

In accordance with established standards and procedures, a Draft *Plan for Archaeological Monitoring during Construction* (Attachment E) outlines the methodology, coordination procedures and protocol for consultation in the event that cultural remains are encountered. As the Project design is advanced, the current draft plan for archaeological monitoring will be refined and updated, consistent with established professional standards and guidelines for the investigation, documentation, and appropriate treatment of any archaeological resources encountered during construction.

### **Effect Finding**

**Build Alternative (Option A and Option B):** The NYSDOT in coordination with FHWA finds **No Adverse Effect** on properties listed, or determined eligible for listing in the National Register of Historic Places under the Build Alternative with Signalized Intersection, and under the Build Alternative with Roundabout. Based on the proposed scope of work under the Build Alternative, the Project would not alter, directly or indirectly, the characteristics that qualify identified historic properties for listing in the NRHP.

The proposed finding includes a commitment to implement archaeological monitoring during construction, to ensure that potential cultural deposits, if any, would be appropriately addressed in accordance with Section 106 obligations. As the project is progressed through the final design phase, the Draft *Plan for Archaeological Monitoring during Construction* will be refined and finalized. Contract documents will incorporate the *Plan for Archaeological Monitoring during Construction*, as well as procedures and protocols for oversight of its implementation.

## **V. CONSULTATION AND PUBLIC INVOLVEMENT**

### **Federally-recognized tribes**

The Project is located off tribal lands. The Seneca Nation of Indians and the Tonawanda Seneca Nation were identified as having a consultative role in accordance with 36 CFR Part 800.2(c)(ii), since both have previously identified a geographical area of interest for Section 106 consultation that includes the Project location in the City of Buffalo, Erie County.

FHWA initiated consultation with both Nations by letter dated June 18, 2013, inviting representatives of the Seneca Nation and Tonawanda Seneca Nation to meet with FHWA and NYSDOT to discuss and consider their views concerning the Project and its potential to affect properties of religious and cultural significance to the Nations. The invitation to meet was also extended by NYSDOT through subsequent telephone and e-mail messages in June and July 2013. The Seneca Nation and Tonawanda Seneca Nation were invited to participate in the general Consulting Party meeting held on July 30, 2013 but were unable to attend. All meeting materials and handouts were sent to the Nations by NYSDOT on August 15, 2013.

The Seneca and Tonawanda Seneca were provided an opportunity to review the draft documentation for the preliminary assessment of effects sent to all Consulting Parties on July 29, 2013. To date, there have been no written

comments from the Seneca Nation or Tonawanda Seneca Nation, and they have declined, or not responded to offers for separate consultation meetings.

#### **Advisory Council on Historic Preservation (ACHP)**

In response to a formal invitation from the FHWA to participate in Section 106 consultation for this Project, the Advisory Council on Historic Preservation offered to provide technical assistance, and participated in the Section 106 Consulting Party meeting held on July 30, 2013. NYSDOT and FHWA have provided Section 106 documentation for review by the ACHP, concurrently with the SHPO, and shared Consulting Party comments with both the SHPO and ACHP, for consideration in the evaluation of the Project's effects on historic properties.

#### **Other Consulting Parties**

FHWA approved requests for Consulting Party status from the following individuals and organizations:

- Buffalo Olmsted Parks Conservancy
- Kathleen R. Mecca, President - Niagara Gateway Columbus Park Association
- Clinton Brown, President – Clinton Brown Company Architecture, PC
- Catherine Faust, architect
- Linda J. DeTine, homeowner
- Kate Cody, homeowner
- Preservation League of New York State
- Carole D. Perla, homeowner
- Elizabeth A. Martina – Niagara Gateway Columbus Park Association and Prospect Hill Neighborhood Alliance
- Matthew Ricchiazzi – Change Buffalo PAC
- Joyce DiChristina, homeowner
- Alan Oberst – Vision Niagara
- Tim Tielman – Campaign for Greater Buffalo History, Architecture and Culture
- Daniel Culross – KCA & Allentown Association
- Peter Joseph and Joanne Certo, homeowners
- Jason Williams, Director of Operations – Preservation Buffalo Niagara,
- Peter J. Merlo, Engineer – City of Buffalo.

These Consulting Parties were provided with project information and documentation pertaining to the identification of historic properties and assessment of effects, with an opportunity to provide their views and concerns regarding the Project's effects on historic properties. Consulting parties were also provided an opportunity to articulate their views, including measures to avoid, minimize, or mitigate the Project's effects on historic properties, at a Section 106 Consulting Party meeting held in Buffalo, New York on July 30, 2013. In consultation among the SHPO, ACHP, FHWA, and NYSDOT, the views of Consulting Party members were considered during the process of evaluating the Project's effects on historic properties (see Attachment G).

#### **Public Involvement**

Section 106 requirements for public involvement are being met in coordination with the requirements under the National Environmental Policy Act (NEPA) for an Environmental Impact Statement (EIS) and established NYSDOT procedures. During the Scoping Phase of the NEPA process, the public had the opportunity to provide input on the alternatives under consideration, as well as the social, economic, and environmental issues that the alternatives may

have on the project area. Public comments pertaining to the project's potential effects on historic and cultural resources have been recorded and considered as part of the Section 106 process.

Public involvement activities include:

- NEPA Public Scoping Meeting (June 11, 2013)
- NYSDOT public web site
- Individual meetings with stakeholders, documented in the DEIS
- Public Information Meeting – October 15, 2013
- Public Hearing – December 18, 2013 (scheduled)

Section 106 Consulting Party members were notified of the October 15, 2013 Public Information Meeting by e-mail.

The Section 106 Finding Documentation will be made available to the public as part of the DEIS, schedule for mid-November 2013.

## **VI. ATTACHMENTS**

- A - Map showing APE and Identified Historic Properties
- B - Conceptual Plan
- C - Preliminary Plans and Profiles
- D - *Addendum Report: Archaeological Sensitivity and Proposal for Archaeological Testing and Monitoring*
- E – *Plan for Archaeological Monitoring during Construction* (DRAFT October 2013)
- F - Porter Avenue Bridge Evaluation (Bridge Abutments 2013)
- G – Summary of Consulting Party Comments

**NY Gateway Connections Improvement Project to the US Peace Bridge Plaza**

**Section 106 Finding Documentation**

**Attachment A: Map Showing Area of Potential Effects (APE) and Identified Historic Properties**



**NY Gateway Connections Improvement  
Project to the U.S. Peace Bridge Plaza  
Cultural Resources  
Area of Potential Effect (APE)  
Erie County, New York**

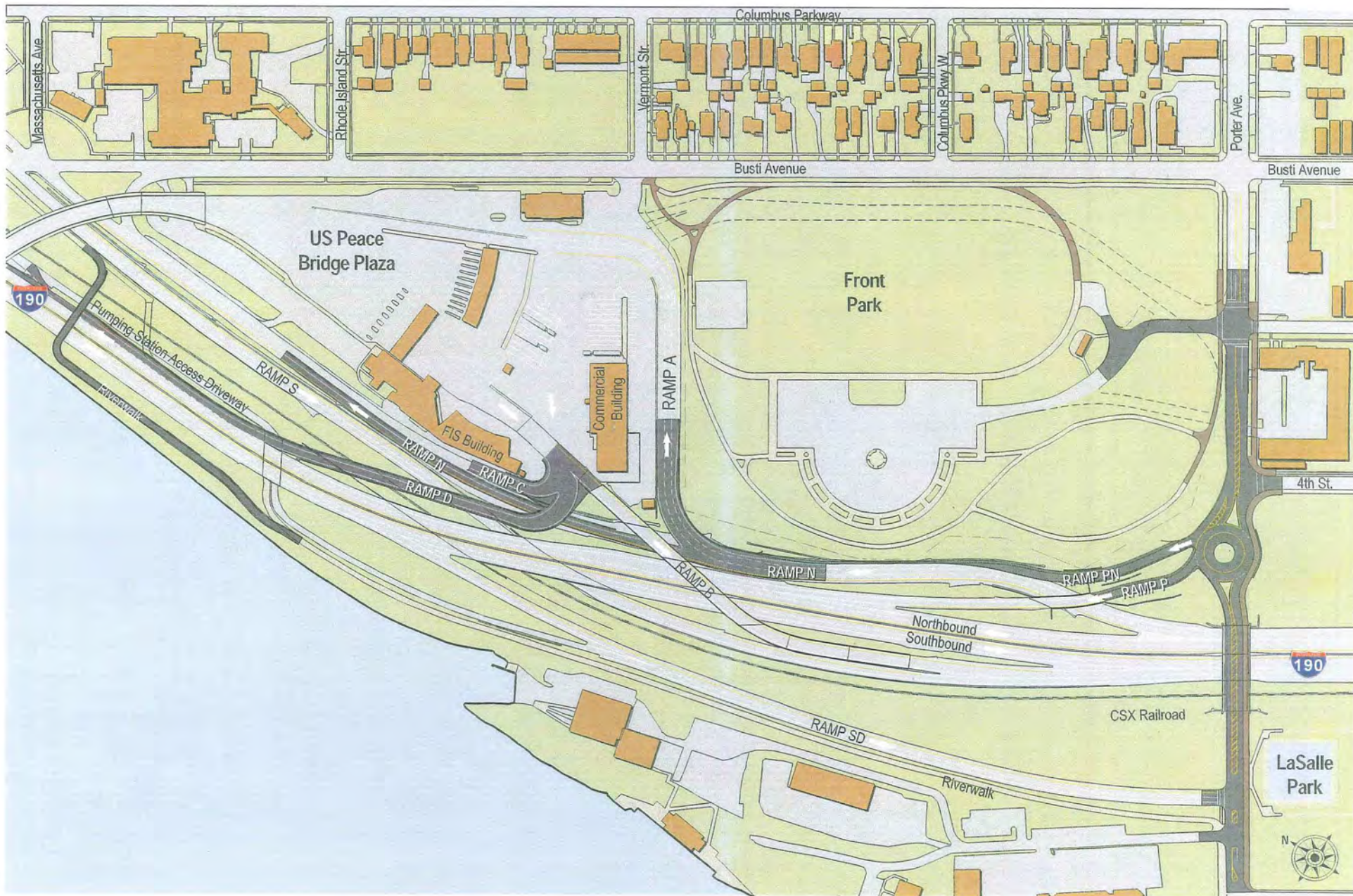
- Direct APE
- Project APE
- Prospect Hill Historic District
- Olmsted Park Historic Thematic Resource
- National Register Resources

SOURCEology and Environment, Inc.  
September 30, 2013

**NY Gateway Connections Improvement Project to the US Peace Bridge Plaza**

**Section 106 Finding Documentation**

**Attachment B: Conceptual Plan**

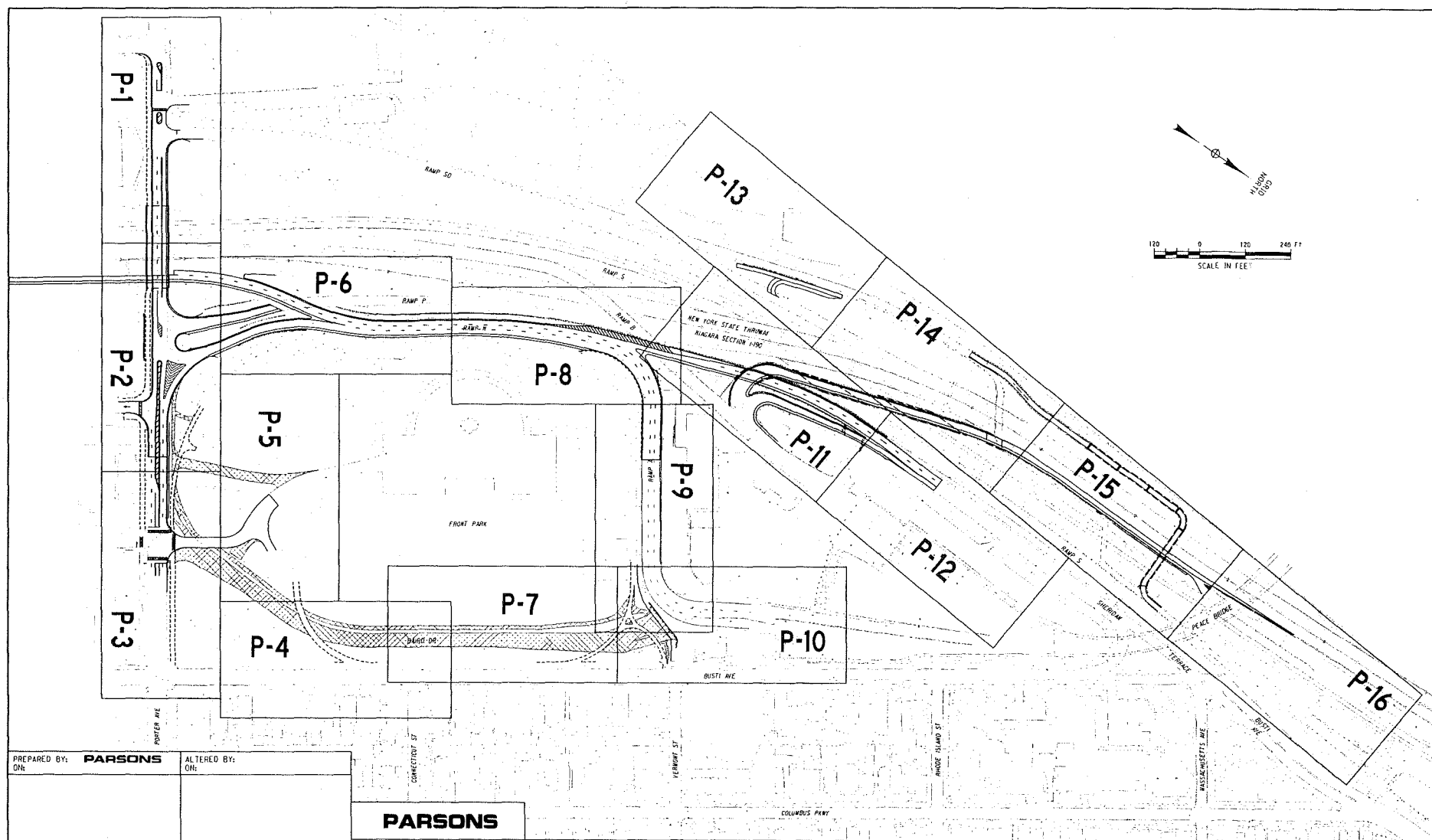


**NY Gateway Connections Improvement Project to the US Peace Bridge Plaza**

**Section 106 Finding Documentation  
Attachment C: Preliminary Plans and Profiles**

FILE NAME: PILES  
DATE: 11/11/11  
USER: HUGERMAN  
DESIGN: SUPERVISOR

DESIGNED BY: CHECKED BY: ESTIMATED BY: DRAFTED BY: CHECKED BY:



|                                    |                    |
|------------------------------------|--------------------|
| PREPARED BY:<br>ON: <b>PARSONS</b> | ALTERED BY:<br>ON: |
|                                    |                    |

**PARSONS**

|  |
|--|
| AS BUILT REVISIONS<br>DESCRIPTION OF WORK: |
|  |
| SIGNATURE _____ DATE _____                 |

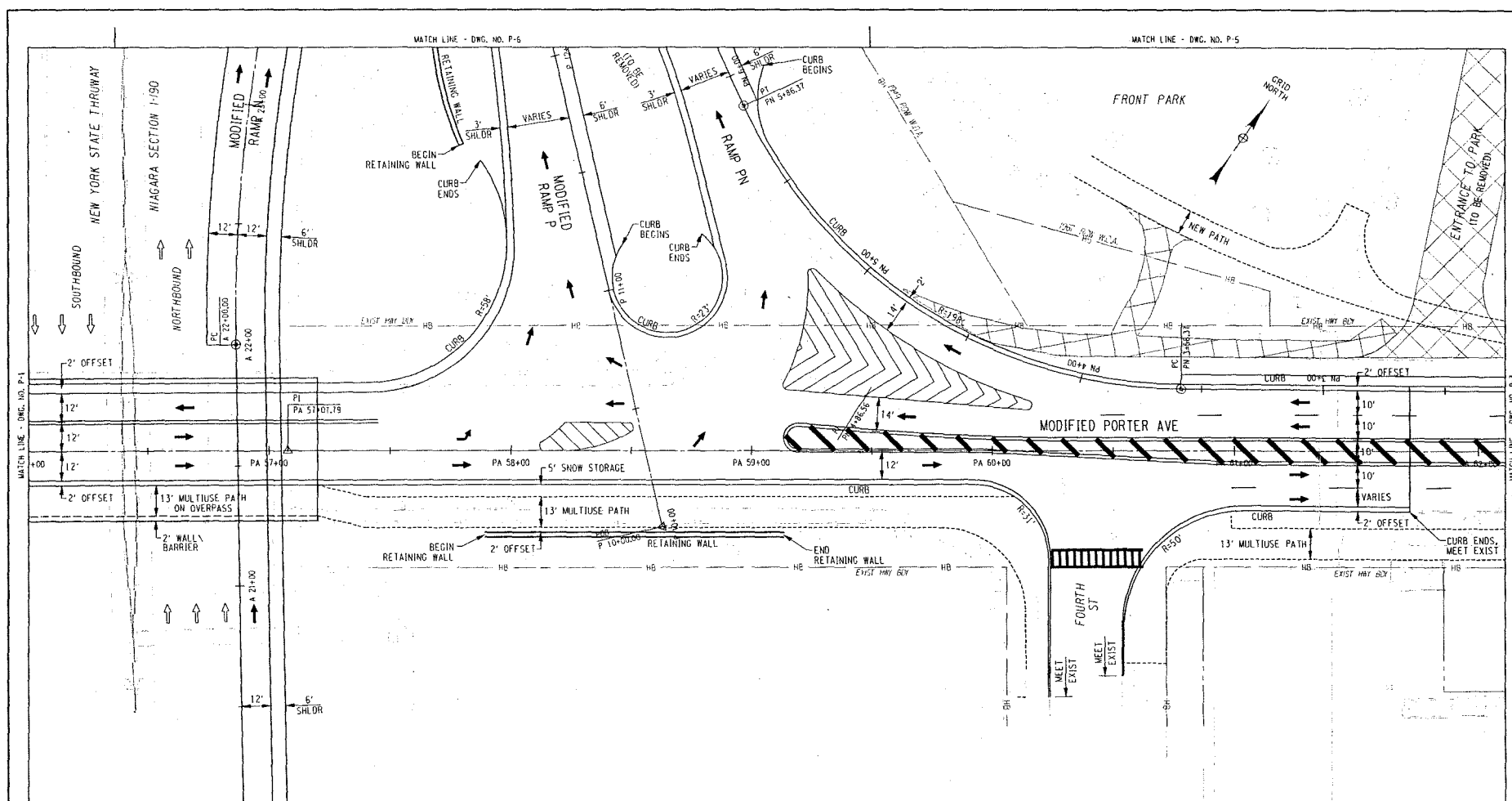
|   |
|---|
| NY GATEWAY CONNECTIONS<br>IMPROVEMENT PROJECT TO THE<br>US PEACE BRIDGE PLAZA |
| COUNTY: ERIE COUNTY, NY   |

|             |         |          |   |                                |
|-------------|---------|----------|---|--------------------------------|
| PIN 5760.80 | BRIDGES | CULVERTS | ALL DIMENSIONS IN FT UNLESS OTHERWISE NOTED                   | CONTRACT NUMBER                |
| PS&E DATE   |         |          | DETAIL PLANS - SHEET LAYOUT<br>SIGNALIZED INTERSECTION OPTION | D031040-01                     |
|             |         |          |   | DRAWING NO. TITLE<br>SHEET NO. |

NEW YORK STATE DEPARTMENT OF TRANSPORTATION REGION  
DOCUMENT NAME:

FILE NAME = \$FILES  
DATE/TIME = \$DATE\$  
USER = \$USER\$  
DESIGN SUPERVISOR

DESIGNED BY  
CHECKED BY  
ESTIMATED BY  
DRAFTED BY  
CHECKED BY



|                     |         |                    |  |
|---------------------|---------|--------------------|--|
| PREPARED BY:<br>ONE | PARSONS | ALTERED BY:<br>ONE |  |
|---------------------|---------|--------------------|--|

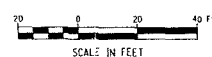
**PARSONS**

|  |      |
|--|------|
| AS BUILT REVISIONS<br>DESCRIPTION OF WORK: |      |
| SIGNATURE                                  | DATE |

|   |  |
|---|--|
| NY GATEWAY CONNECTIONS<br>IMPROVEMENT PROJECT TO THE<br>US PEACE BRIDGE PLAZA |  |
| COUNTY: ERIE COUNTY, NY   |  |

|           |         |         |  |          |  |
|-----------|---------|---------|--|----------|--|
| PIN       | 5760.80 | BRIDGES |  | CULVERTS |  |
| PS&E DATE |         |         |  |          |  |


|  |                 |
|--|-----------------|
| ALL DIMENSIONS IN FT UNLESS OTHERWISE NOTED    | CONTRACT NUMBER |
| DETAIL PLANS<br>SIGNALIZED INTERSECTION OPTION | D031040-01      |
|  | DRAWING NO. P-2 |
|  | SHEET NO.       |



IT IS A VIOLATION OF LAW FOR ANY PERSON, UNLESS THEY ARE ACTING UNDER THE DIRECTION OF A LICENSED PROFESSIONAL ENGINEER, ARCHITECT, LANDSCAPE ARCHITECT, OR LAND SURVEYOR, TO ALTER AN ITEM IN ANY WAY. IF AN ITEM BEARING THE STAMP OF A LICENSED PROFESSIONAL IS ALTERED, THE ALTERING ENGINEER, ARCHITECT, LANDSCAPE ARCHITECT, OR LAND SURVEYOR SHALL STAMP THE DOCUMENT AND INDUCE THE NOTATION "ALTERED BY" FOLLOWED BY THEIR SIGNATURE, THE DATE OF SUCH ALTERATION, AND A SPECIFIC DESCRIPTION OF THE ALTERATION.

NEW YORK STATE DEPARTMENT OF TRANSPORTATION REGION  
DOCUMENT NAME:

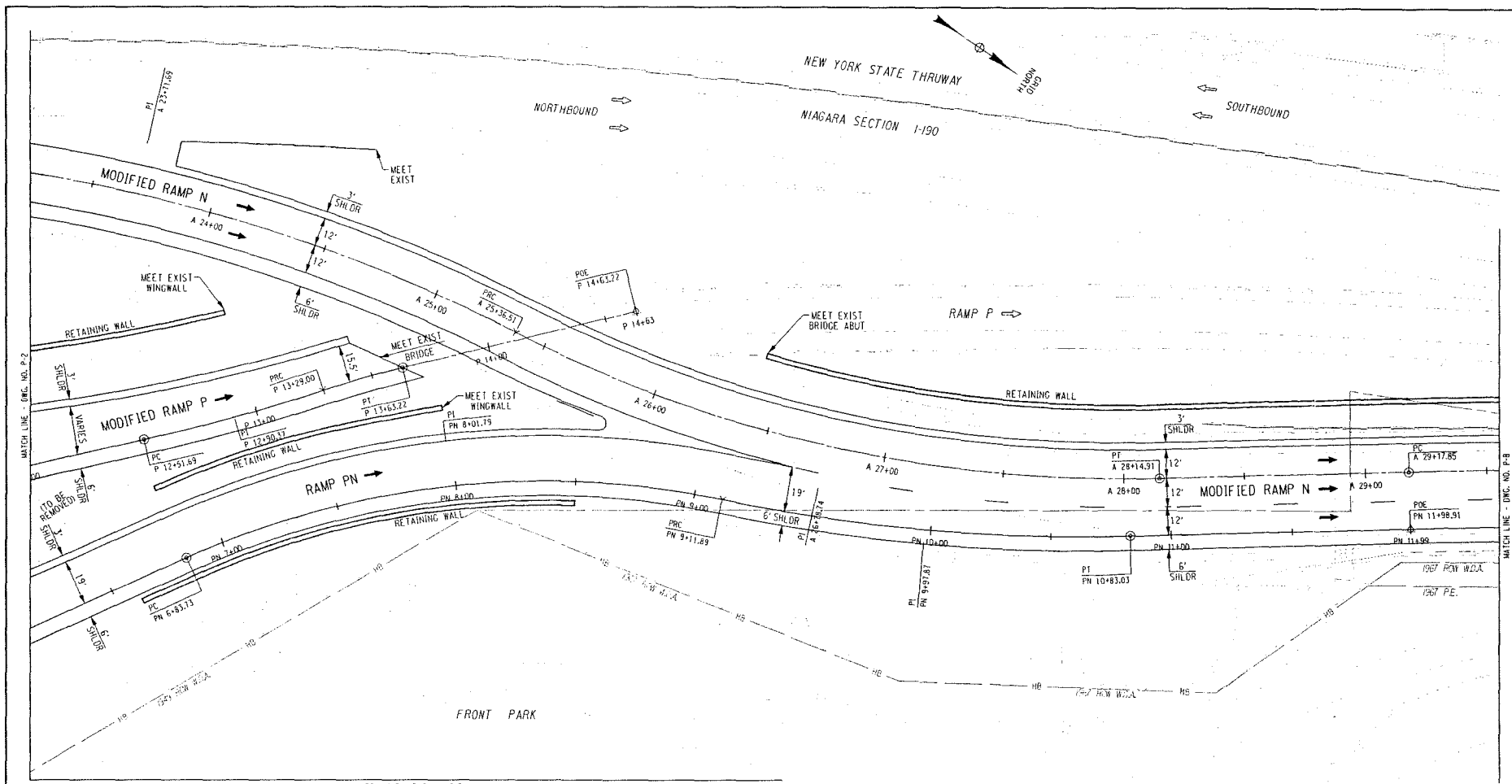


|   |            |   |   |
|---|------------|---|---|
| PREPARED BY:<br>ONE   | PARSONS    | ALTERED BY:   | ONE   |
|   |            |  |   |
|   |            | SCALE IN FEET   |   |
|   |            | <b>PARSONS</b>  |   |
| AS BUILT REVISIONS<br>DESCRIPTION OF WORK:  |            | NY GATEWAY CONNECTIONS<br>IMPROVEMENT PROJECT TO THE<br>US PEACE BRIDGE PLAZA         | PIN 5760.80                                 |
|   |            |   | BRIDGES                                     |
|   |            |   | CULVERTS                                    |
|   |            | PS&E DATE   | ALL DIMENSIONS IN FT UNLESS OTHERWISE NOTED |
| SIGNATURE _____   | DATE _____ | COUNTY: ERIE COUNTY, NY   | CONTRACT NUMBER<br><b>0031040-01</b>        |
|   |            |   | DRAWING NO. P-3                             |
|   |            |   | SHEET NO.                                   |
| <p>IT IS A VIOLATION OF LAW FOR ANY PERSON, UNLESS THEY ARE ACTING UNDER THE DIRECTION OF A LICENSED PROFESSIONAL ENGINEER, ARCHITECT, LANDSCAPE ARCHITECT, OR LAND SURVEYOR, TO ALTER AN ITEM IN ANY WAY. IF AN ITEM BEARING THE SEAL OF A LICENSED PROFESSIONAL IS ALTERED, THE ALTERING ENGINEER, ARCHITECT, LANDSCAPE ARCHITECT, OR LAND SURVEYOR SHALL STAMP THE DOCUMENT AND INCLUDE THE NOTATION "ALTERED BY:" FOLLOWED BY THEIR SIGNATURE, THE DATE OF SUCH ALTERATION, AND A SPECIFIC DESCRIPTION OF THE ALTERATION.</p> |            |   |   |
| NEW YORK STATE DEPARTMENT OF TRANSPORTATION REGION  |            |   |   |
| DOCUMENT NAME:  |            |   |   |

FILE NAME : FILES  
DATE/TIME : 10/15/03  
USER : MGR/MS/MS

DESIGN SUPERVISOR

DESIGNED BY  
CHECKED BY  
ESTIMATED BY  
DRAFTED BY  
CHECKED BY



|  |             |
|--|-------------|
| PREPARED BY: <b>PARSONS</b>              | ALTERED BY: |
| ONE                                      | ONE         |
| <div style="text-align: center;"> </div> |             |

**PARSONS**

|  |           |      |
|--|-----------|------|
| AS BUILT REVISIONS<br>DESCRIPTION OF WORK: | SIGNATURE | DATE |
|  |           |      |

|   |
|---|
| NY GATEWAY CONNECTIONS<br>IMPROVEMENT PROJECT TO THE<br>US PEACE BRIDGE PLAZA |
| COUNTY: ERIE COUNTY, NY   |

|           |         |
|-----------|---------|
| PIN       | 5760.80 |
| PS&E DATE |         |

|          |  |
|----------|--|
| BRIDGES  |  |
| CULVERTS |  |

|   |
|---|
| ALL DIMENSIONS IN FT UNLESS OTHERWISE NOTED |
| CONTRACT NUMBER<br>D031040-01               |
| DRAWING NO. P-6                             |
| SHEET NO.                                   |



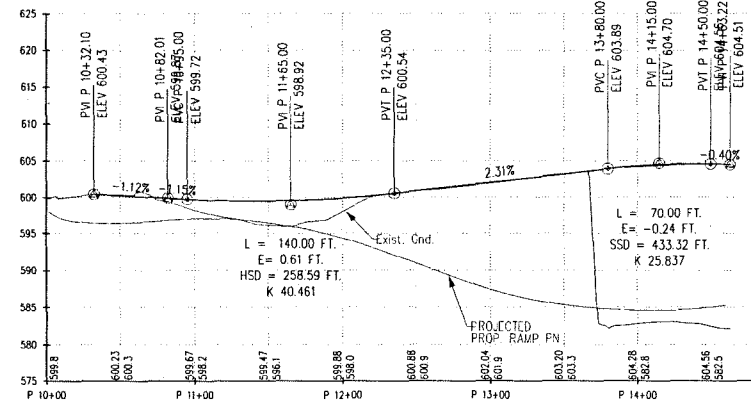
IT IS A VIOLATION OF LAW FOR ANY PERSON, OTHER THAN THE ACTING PROJECT ENGINEER, ARCHITECT, LANDSCAPE ARCHITECT, OR LAND SURVEYOR, TO ALTER AN ITEM IN ANY DRAWING BEARING THE SEAL OF A LICENSED PROFESSIONAL. IF SUCH AN ALTERATION IS MADE, THE ALTERING ENGINEER, ARCHITECT, LANDSCAPE ARCHITECT, OR LAND SURVEYOR SHALL STAMP THE DOCUMENT AND INCLUDE THE NOTATION "ALTERED BY:" FOLLOWED BY THEIR SIGNATURE, THE DATE OF SUCH ALTERATION, AND A SPECIFIC DESCRIPTION OF THE ALTERATION.

NEW YORK STATE DEPARTMENT OF TRANSPORTATION REGION  
DOCUMENT NAME:

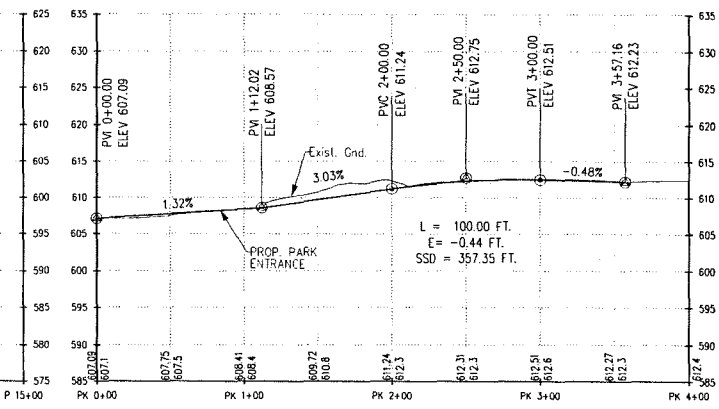
FILE NAME: 411111  
DATE/TIME: 11/11/11 11:11  
USER: 411111  
DESIGN SUPERVISOR: 411111

CHECKED BY: DESIGNED BY: ESTIMATED BY: DRAFTED BY: CHECKED BY:

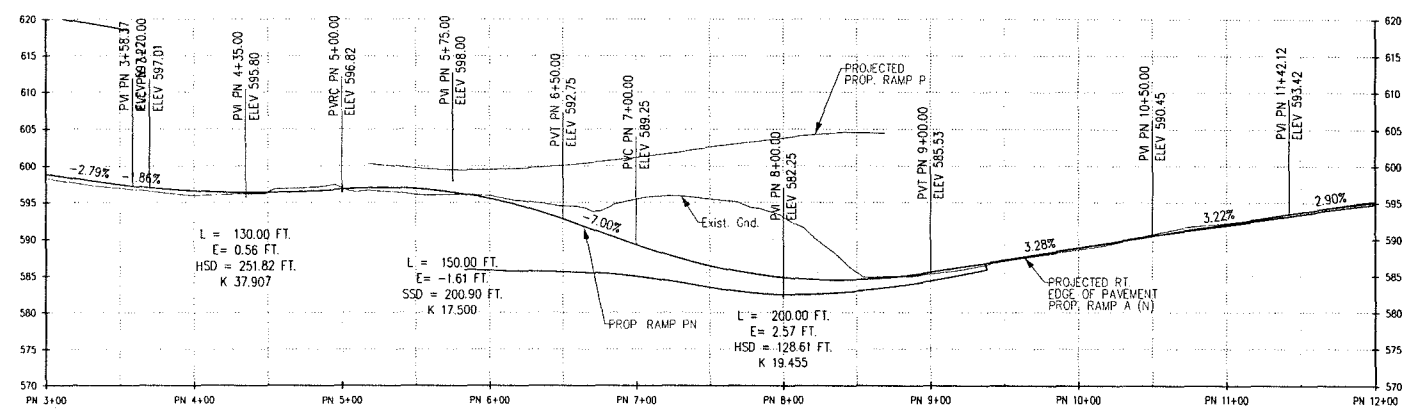
### RAMP P - ALT. A



### PROPOSED PARK ENTRANCE - ALT. A



### RAMP PN - ALT. A



|                             |             |
|-----------------------------|-------------|
| PREPARED BY: <b>PARSONS</b> | ALTERED BY: |
| DATE:                       | DATE:       |



|  |      |
|--|------|
| AS BUILT REVISIONS<br>DESCRIPTION OF WORK: |      |
| SIGNATURE                                  | DATE |

|   |  |
|---|--|
| NEW YORK GATEWAY CONNECTIONS<br>IMPROVEMENT PROJECT TO THE<br>U.S. PEACE BRIDGE PLAZA |  |
| COUNTY: ERIE COUNTY, NY   |  |

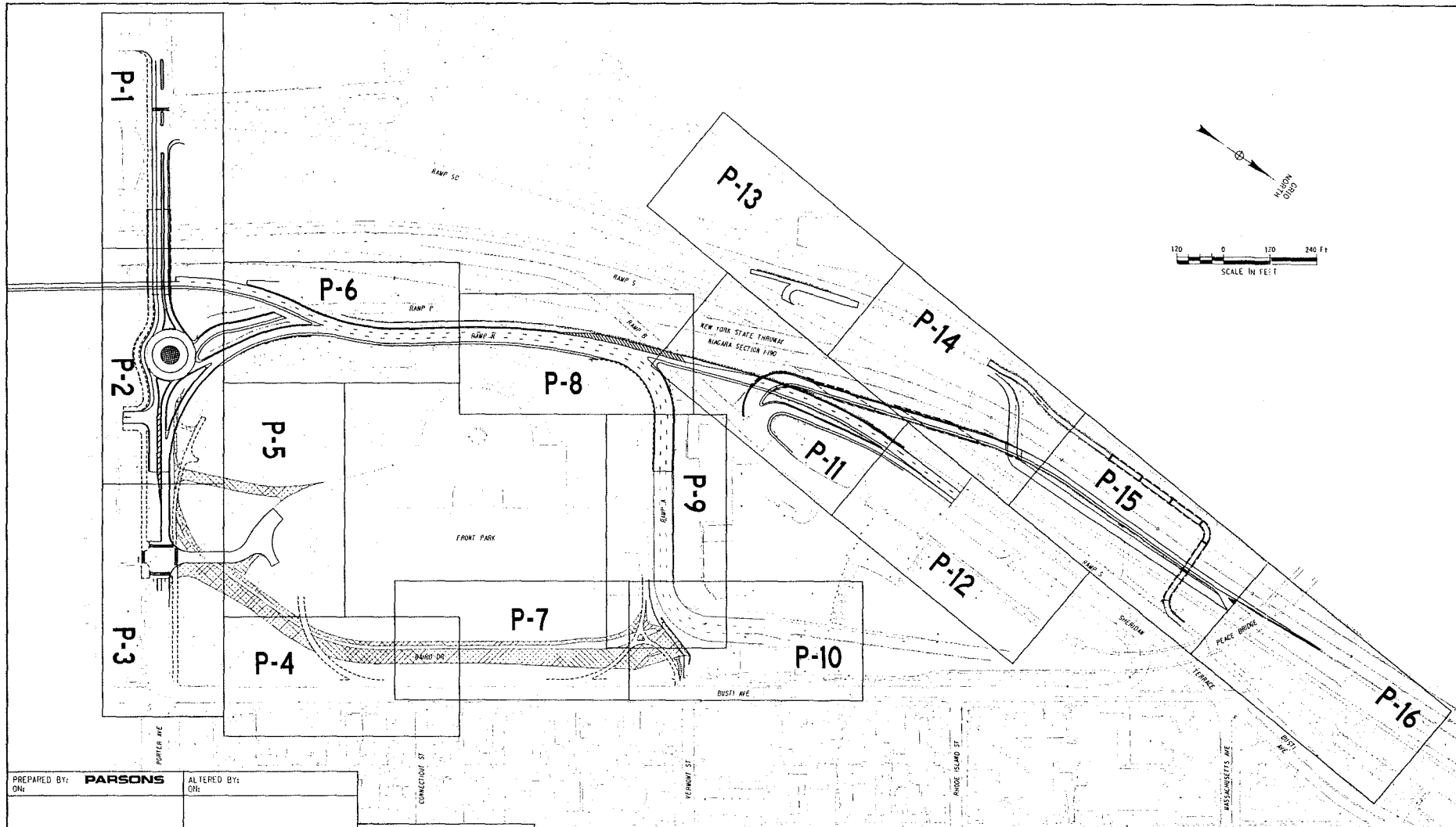
|           |         |
|-----------|---------|
| PIN       | 5760.80 |
| PS&E DATE |         |

|  |                 |
|--|-----------------|
| ALL DIMENSIONS IN FT. UNLESS OTHERWISE NOTED | CONTRACT NUMBER |
|  | 0031040-01      |
|  | DRAWING NO.     |
|  | SHEET NO.       |

IT IS A VIOLATION OF LAW FOR ANY PERSON, UNLESS THEY ARE ACTING UNDER THE DIRECTION OF A LICENSED PROFESSIONAL ENGINEER, ARCHITECT, LANDSCAPE ARCHITECT, OR LAND SURVEYOR, TO ALTER AN ITEM IN ANY WAY, IF AN ITEM BEARING THE STAMP OF A LICENSED PROFESSIONAL IS ALTERED. THE ALTERING ENGINEER, ARCHITECT, LANDSCAPE ARCHITECT, OR LAND SURVEYOR SHALL STAMP THE DOCUMENT AND INCLUDE THE NOTATION ALTERED BY FOLLOWED BY THEIR SIGNATURE, THE DATE OF SUCH ALTERATION, AND A SPECIFIC DESCRIPTION OF THE ALTERATION.

NEW YORK STATE DEPARTMENT OF TRANSPORTATION REGION  
DOCUMENT NAME:

FILE NAME : P-16  
DATE : 11/11/11  
TIME : 11:11 AM  
USER : RSENAME  
DESIGN SUPERVISOR :  
JOB MANAGER :  
DESIGNED BY :  
CHECKED BY :  
ESTIMATED BY :  
GRADED BY :  
CHECKED BY :



|                                    |                    |
|------------------------------------|--------------------|
| PREPARED BY:<br>ON: <b>PARSONS</b> | ALTERED BY:<br>ON: |
|------------------------------------|--------------------|

**PARSONS**

|  |
|--|
| AS BUILT REVISIONS<br>DESCRIPTION OF WORK: |
| SIGNATURE _____ DATE _____                 |

|   |
|---|
| NY GATEWAY CONNECTIONS<br>IMPROVEMENT PROJECT TO THE<br>US PEACE BRIDGE PLAZA |
| COUNTY: ERIE COUNTY, NY   |

|           |         |         |          |
|-----------|---------|---------|----------|
| PIN       | 5760.80 | BRIDGES | CULVERTS |
| PS&E DATE |         |         |          |

|  |
|--|
| ALL DIMENSIONS IN FT UNLESS OTHERWISE NOTED      |
| DETAIL PLANS - SHEET LAYOUT<br>ROUNDABOUT OPTION |

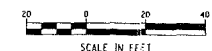
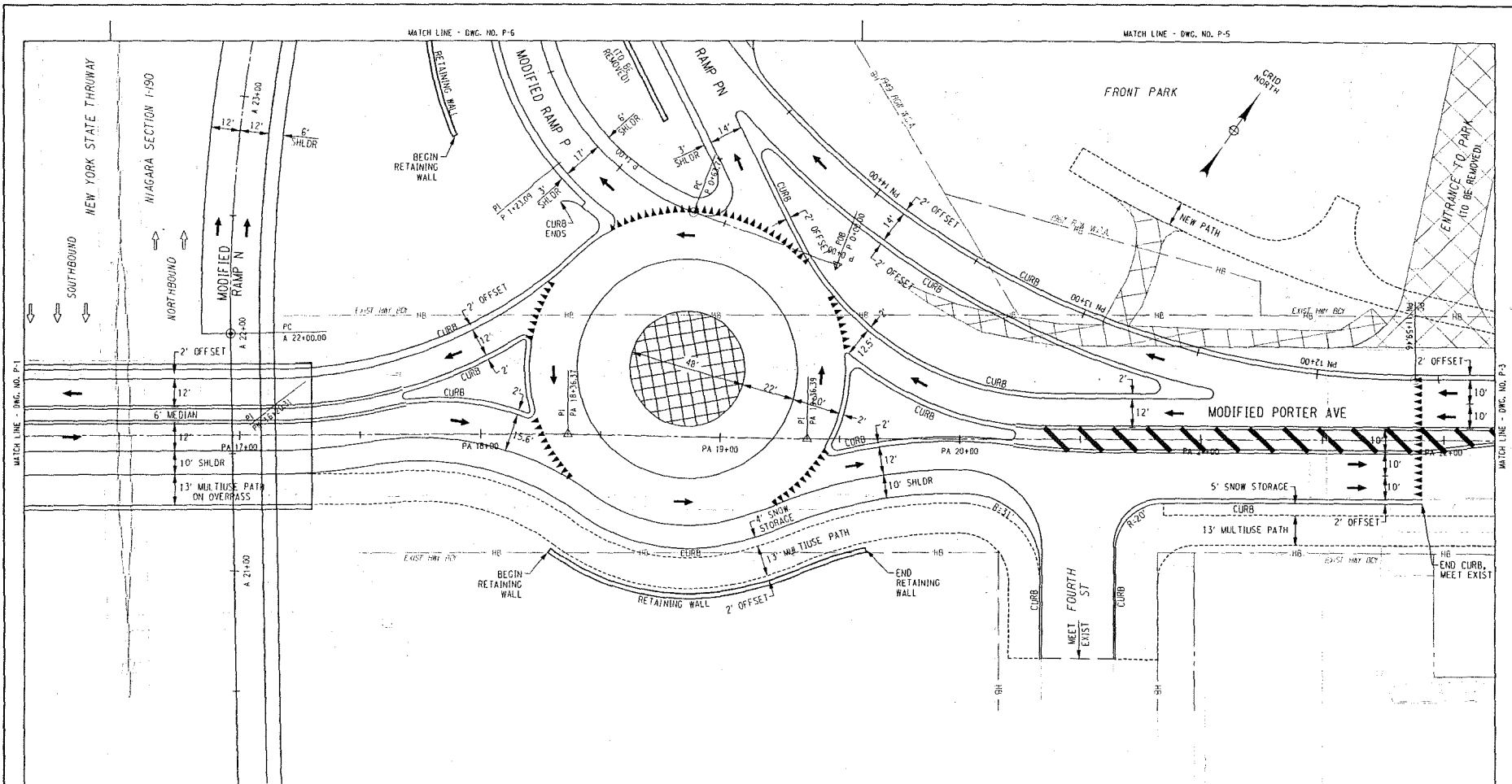
|                   |            |
|-------------------|------------|
| CONTRACT NUMBER   | D031040-01 |
| DRAWING NO. TITLE | SHEET NO.  |

IT IS A VIOLATION OF LAW FOR ANY PERSON, UNLESS THEY ARE ACTING UNDER THE DIRECTION OF A LICENSED PROFESSIONAL ENGINEER, ARCHITECT, LANDSCAPE ARCHITECT, OR LAND SURVEYOR, TO ALTER ANY ITEM IN ANY WAY. IF AN ITEM BEARING THE STAMP OF A LICENSED PROFESSIONAL IS ALTERED, THE ALTERING ENGINEER, ARCHITECT, LANDSCAPE ARCHITECT, OR LAND SURVEYOR SHALL STAMP THE DOCUMENT AND DELIVER THE NOTATION, ALTERED BY FOLLOWED BY THEIR SIGNATURE, THE DATE OF SUCH ALTERATION, AND A SPECIFIC DESCRIPTION OF THE ALTERATION.

NEW YORK STATE DEPARTMENT OF TRANSPORTATION REGION  
DOCUMENT NAME:

FILE NAME: STINE  
DATE/TIME: 10/10/10  
USER: KIRKMAN  
DESIGN SUPERVISOR

DESIGNED BY  
CHECKED BY  
ESTIMATED BY  
DRAFTED BY  
CHECKED BY



|                    |         |                   |  |
|--------------------|---------|-------------------|--|
| PREPARED BY:<br>ON | PARSONS | ALTERED BY:<br>ON |  |
|--------------------|---------|-------------------|--|

**PARSONS**

AS BUILT REVISIONS  
DESCRIPTION OF WORK:

SIGNATURE \_\_\_\_\_ DATE \_\_\_\_\_

NY GATEWAY CONNECTIONS  
IMPROVEMENT PROJECT TO THE  
US PEACE BRIDGE PLAZA  
COUNTY: ERIE COUNTY, NY

PI# 5760.80  
PS&E DATE \_\_\_\_\_

|         |          |   |                               |
|---------|----------|---|-------------------------------|
| BRIDGES | CULVERTS | ALL DIMENSIONS IN FT UNLESS OTHERWISE NOTED | CONTRACT NUMBER<br>D031040-01 |
|         |          | DETAIL PLANS<br>ROUNDAABOUT OPTION          | DRAWING NO. P-2<br>SHEET NO.  |

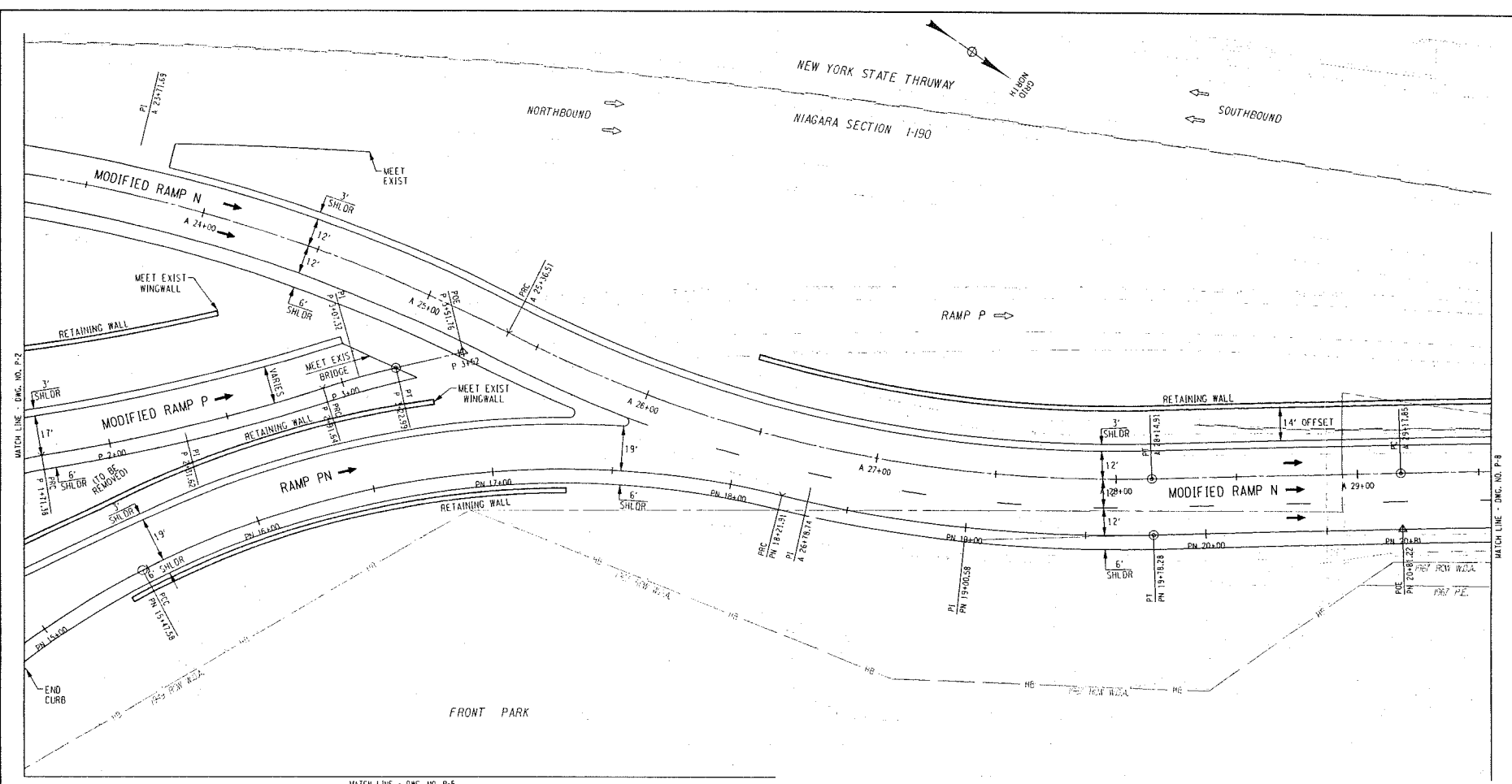
IT IS A VIOLATION OF LAW FOR ANY PERSON, UNLESS THEY ARE ACTING UNDER THE DIRECTION OF A LICENSED PROFESSIONAL ENGINEER, ARCHITECT, LANDSCAPE ARCHITECT, OR LAND SURVEYOR, TO ALTER ANY ITEM IN ANY WAY. IF AN ITEM BEARING THE STAMP OF A LICENSED PROFESSIONAL IS ALTERED, THE ALTERING ENGINEER, ARCHITECT, LANDSCAPE ARCHITECT, OR LAND SURVEYOR SHALL STAMP THE ENCLOSURE AND INCLUDE THE REVISION "ALTERED BY" FOLLOWED BY THEIR SIGNATURE, THE DATE OF SUCH ALTERATION, AND A SPECIFIC DESCRIPTION OF THE ALTERATION.

NEW YORK STATE DEPARTMENT OF TRANSPORTATION REGION  
DOCUMENT NAME:



FILE NAME = STILES  
DATE/TIME = 10/15/11  
USER = JSTILES  
DESIGN SUPERVISOR

CHECKED BY: DESIGNED BY: ESTIMATED BY: DRAFTED BY: CHECKED BY:



|                                    |                    |
|------------------------------------|--------------------|
| PREPARED BY:<br>ON: <b>PARSONS</b> | ALTERED BY:<br>ON: |
|------------------------------------|--------------------|

**PARSONS**

|  |           |      |
|--|-----------|------|
| AS BUILT REVISIONS<br>DESCRIPTION OF WORK: | SIGNATURE | DATE |
|--|-----------|------|

|   |             |         |          |
|---|-------------|---------|----------|
| NY GATEWAY CONNECTIONS<br>IMPROVEMENT PROJECT TO THE<br>US PEACE BRIDGE PLAZA | PIN 5760.80 | BRIDGES | CULVERTS |
| COUNTY: ERIE COUNTY, NY   | PS&E DATE   |         |          |

|   |                               |
|---|-------------------------------|
| ALL DIMENSIONS IN FT UNLESS OTHERWISE NOTED | CONTRACT NUMBER<br>DO31040-01 |
| DETAIL PLANS<br>ROUNDABOUT OPTION           | DRAWING NO. P-6<br>SHEET NO.  |



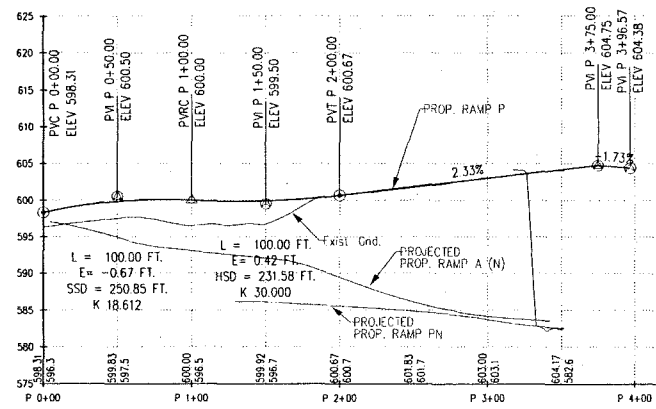
IT IS A VIOLATION OF LAW FOR ANY PERSON, UNLESS THEY ARE ACTING UNDER THE DIRECTION OF A LICENSED PROFESSIONAL ENGINEER, ARCHITECT, LANDSCAPE ARCHITECT, OR LAND SURVEYOR, TO ALTER OR ADD TO ANY ITEM BEARING THE SIGNATURE OF A LICENSED PROFESSIONAL. IF AN ITEM BEARING THE SIGNATURE OF A LICENSED PROFESSIONAL IS ALTERED, THE ALTERING ENGINEER, ARCHITECT, LANDSCAPE ARCHITECT, OR LAND SURVEYOR SHALL STAMP THE DOCUMENT AND INDUCE THE INDENTURE ALTERED BY FOLLOWED BY THEIR SIGNATURE, THE DATE OF SUCH ALTERATION, AND A SPECIFIC DESCRIPTION OF THE ALTERATION.

NEW YORK STATE DEPARTMENT OF TRANSPORTATION REGION  
DOCUMENT NAME:

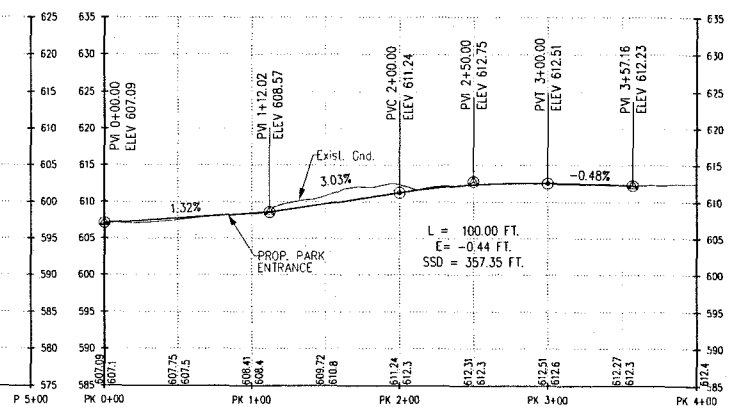
FILE NAME - STILES  
DATE/TIME - 8/14/14 11:00  
USER - KUSURNAME  
DESIGN SUPERVISOR

DESIGNED BY  
CHECKED BY  
ESTIMATED BY  
DRAFTED BY  
CHECKED BY

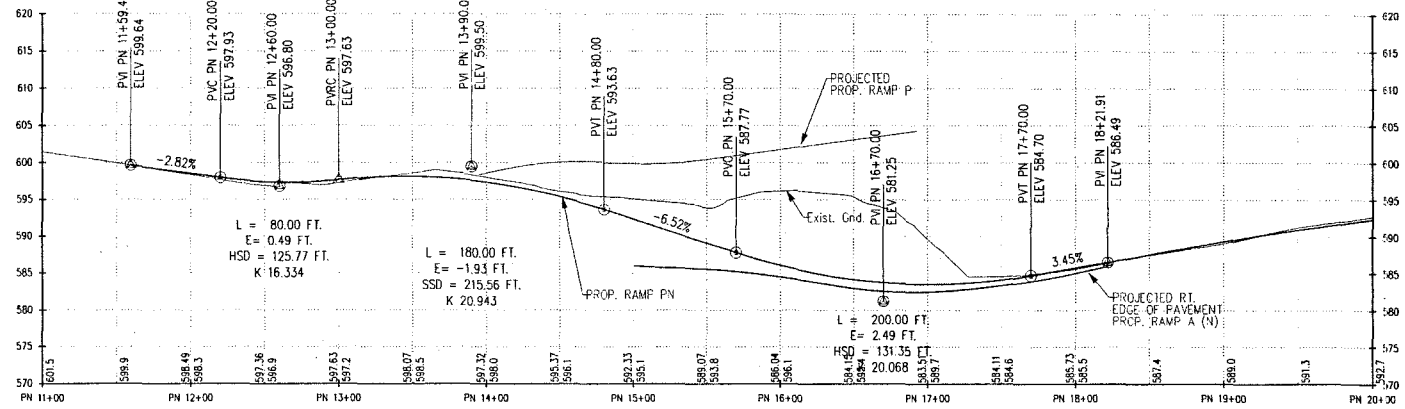
### RAMP P - ALT. B



### PROPOSED PARK - ALT. B



### RAMP PN - ALT. B



|                    |                   |
|--------------------|-------------------|
| PREPARED BY:<br>ON | ALTERED BY:<br>ON |
|--------------------|-------------------|



|  |      |
|--|------|
| AS BUILT REVISIONS<br>DESCRIPTION OF WORK: |      |
| SIGNATURE                                  | DATE |

|   |
|---|
| NEW YORK GATEWAY CONNECTIONS<br>IMPROVEMENT PROJECT TO THE<br>U.S. PEACE BRIDGE PLAZA |
| COUNTY: ERIE COUNTY, NY   |

|           |         |         |  |          |  |   |                 |            |
|-----------|---------|---------|--|----------|--|---|-----------------|------------|
| PIN       | 5760.80 | BRIDGES |  | CULVERTS |  | ALL DIMENSIONS IN FT UNLESS OTHERWISE NOTED | CONTRACT NUMBER | D031040-01 |
| PS&E DATE |         |         |  |          |  |   | DRAWING NO.     |            |
|           |         |         |  |          |  |   | SHEET NO.       |            |

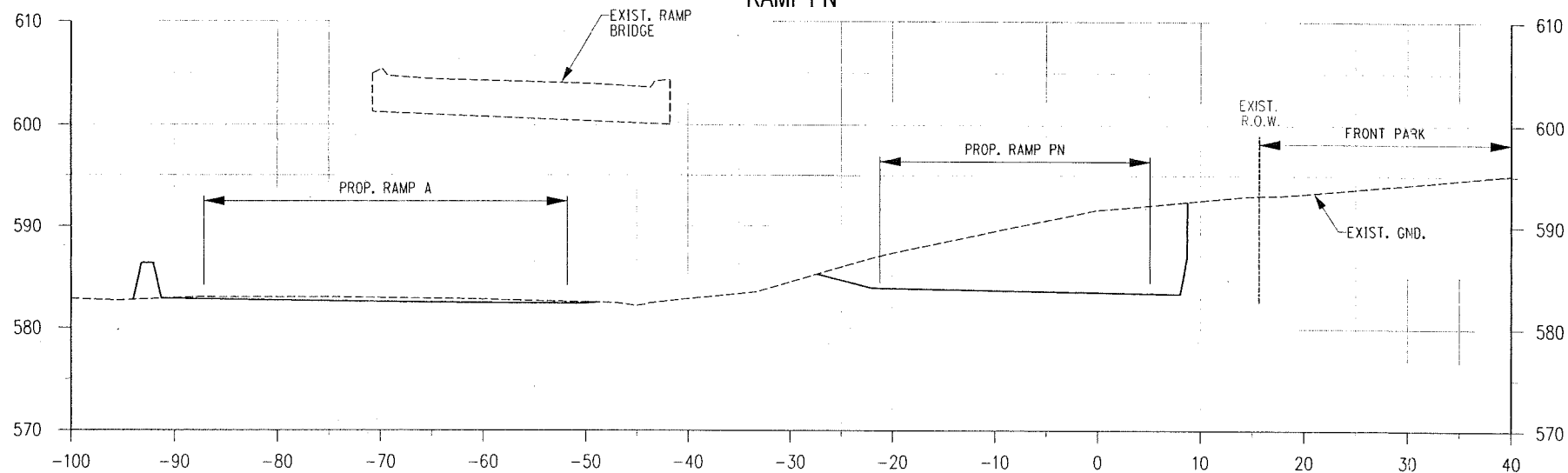
IT IS A VIOLATION OF LAW FOR ANY PERSON, UNLESS THEY ARE ACTING UNDER THE DIRECTION OF A LICENSED PROFESSIONAL ENGINEER, ARCHITECT, LANDSCAPE ARCHITECT, OR LAND SURVEYOR, TO ALTER AN ITEM IN ANY WAY, IF AN ITEM BEARING THE STAMP OF A LICENSED PROFESSIONAL IS ALTERED. THE ALTERING ENGINEER, ARCHITECT, LANDSCAPE ARCHITECT, OR LAND SURVEYOR SHALL STAMP THE DOCUMENT AND INCLUDE THE NOTATION "ALTERED BY" FOLLOWED BY THEIR SIGNATURE, THE DATE OF SUCH ALTERATION, AND A SPECIFIC DESCRIPTION OF THE ALTERATION.

NEW YORK STATE DEPARTMENT OF TRANSPORTATION REGION  
DOCUMENT NAME:

P.J.M.  
CONTRACT NO.  
ALIGNMENT

FILE NAME = D:\ENGINEERING\2456  
DATE/TIME = 11/11/2000 10:00  
USER = D:\ENGINEERING

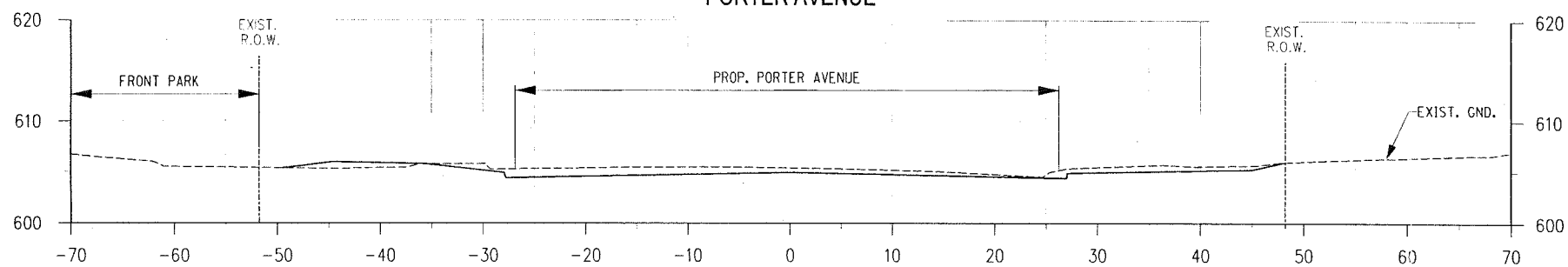
# RAMP PN



PN 16+90

B-4

# PORTER AVENUE



PA 23+50

B-3

CHECKED BY

DRAFTED BY

ESTIMATED BY

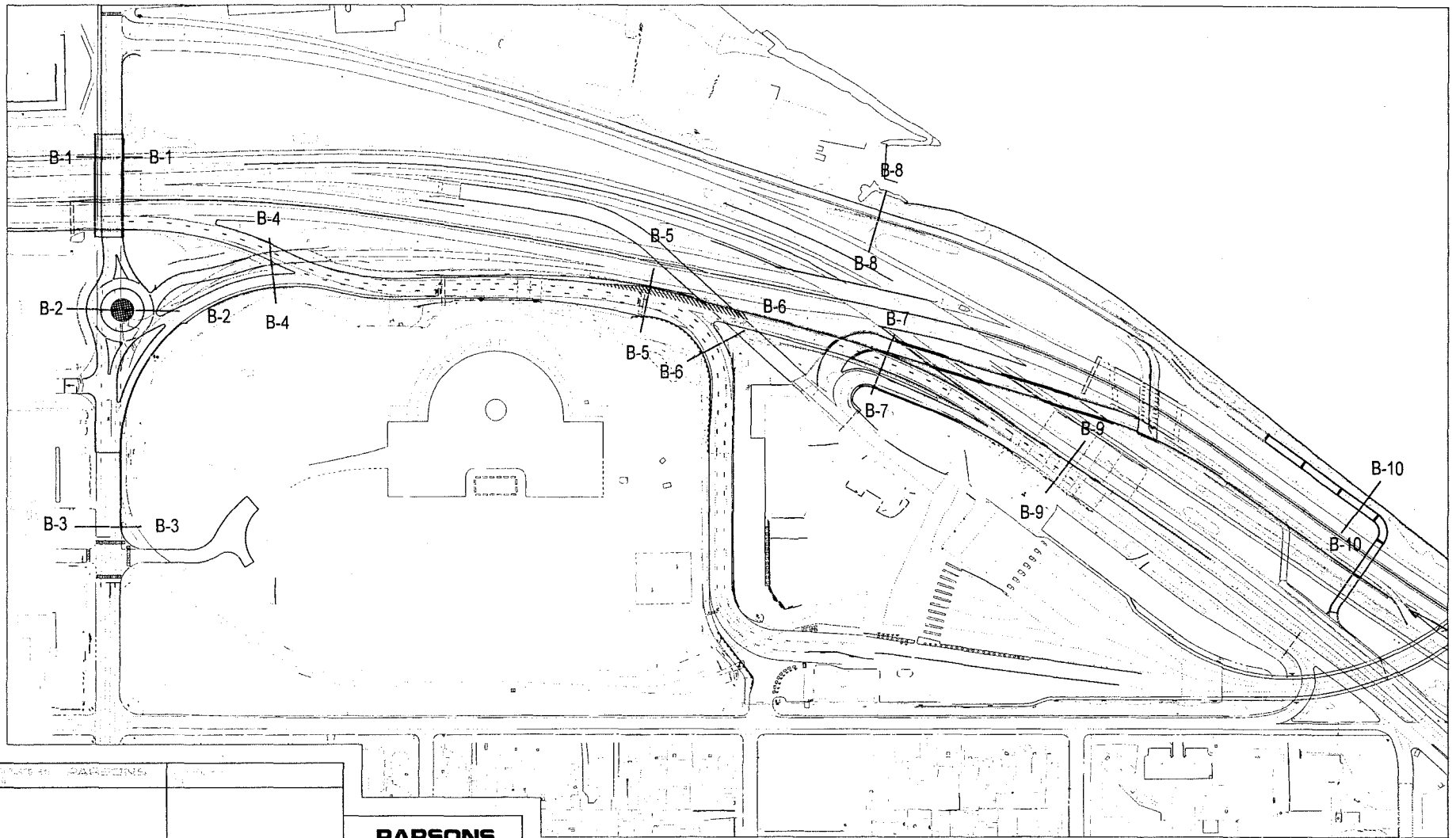
CHECKED BY

DESIGNED BY

JOB MANAGER

FILE NAME  
DATE/TIME  
USER

DESIGN SUPERVISOR


**PARSONS**

 NY GATEWAY CONNECTIONS  
 IMPROVEMENT PROJECT TO THE  
 US PEACE BRIDGE PLAZA

 CROSS-SECTION  
 KEY PLAN

D031040-01

IT IS A VIOLATION OF LAW FOR ANY PERSON, UNLESS THEY ARE ACTING UNDER THE DIRECTION OF A LICENSED PROFESSIONAL ENGINEER, ARCHITECT, LANDSCAPE ARCHITECT, OR LAND SURVEYOR, TO ALTER AN ITEM IN ANY WAY. IF AN ITEM BEARING THE STAMP OF A LICENSED PROFESSIONAL IS ALTERED, THE ALTERING ENGINEER, ARCHITECT, LANDSCAPE ARCHITECT, OR LAND SURVEYOR SHALL STAMP THE DOCUMENT AND INCLUDE THE NOTATION "ALTERED BY" FOLLOWED BY THEIR SIGNATURE, THE DATE OF SUCH ALTERATION, AND A SPECIFIC DESCRIPTION OF THE ALTERATION.

FOR THE CITY OF NEW YORK  
 DEPARTMENT OF TRANSPORTATION  
 DIVISION OF HIGHWAYS

**NY Gateway Connections Improvement Project to the US Peace Bridge Plaza**

**Section 106 Finding Documentation**

**Attachment D:**

***Addendum Report: Archaeological Sensitivity and  
Proposal for Archaeological Testing and Monitoring***



DOT Program Year 2013-2014

Addendum Report: Archaeological Sensitivity and Proposal for Archaeological Testing and Monitoring

PIN 5760.80.101

NY Gateway Connections Improvement Project to the US Peace Bridge Plaza  
City of Buffalo  
Erie County, New York

RAS 45(21)

by  
Nathan Montague, MA,  
and  
Douglas J. Perrelli, Ph. D., RPA

Douglas J. Perrelli, Ph. D., RPA  
Principal Investigator

Reports of the Archaeological Survey, Volume 45, Number 21  
Department of Anthropology, State University of New York at Buffalo

October 2013

Prepared for:  
New York State Museum  
New York State Department of Transportation  
Federal Highway Administration

## INTRODUCTION

This report supplements the previous report entitled "Update of Previously Inventoried Historic Properties, Archaeological Sensitivity, and Proposal for Archaeological Monitoring (Montague and Perrelli 2013). The revision accommodates recent changes to the direct Area of Potential Effect (APE) to incorporate additional areas associated with the replacement of the Porter Avenue Bridge over I-190 (BIN 5512560), and relocation of a portion of the Riverwalk just south of the Peace Bridge. This report provides an assessment of archaeological sensitivity and recommendations for identifying archaeological resources in two recently added areas only. Note that no previously-documented National Register Listed (NRL) or Eligible (NRE) archaeological sites are located within the APE for direct effects.

The project is located in the City of Buffalo (MCD 02940), Erie County, New York (Figure 1). Figure 2 shows the revised APE on the 1965 *Buffalo, N.Y.-Ont.* USGS 7.5 Minute Series Quadrangle. Photos 1-4 provide representative views of the APE. The photos depict conditions at the time of field visits in April, 2013. This report reviews two distinct areas recently added to the project, described throughout the report as the southern parcel and the northern parcel (Figure 2).



**Figure 1.** General location of the project in western New York State.



**Figure 2.** Location of the revised APE (outlined in green) on the 1965 Buffalo, NW, N.Y. -Ont. USGS 7.5 Minute Quadrangle. The revised APE incorporates two additional locations (outlined in dark green), described in this report as the southern parcel (indicated by lower arrow) and the northern parcel (indicated by upper arrow).



**Photo 1.** Bird's Eye View of the northern parcel of the revised APE, facing north. The project proposes to relocate a portion of the Riverwalk (center) in this area. The water's edge represents the former Erie Canal tow path.



**Photo 2.** Bird's Eye View of the southern parcel of the revised APE, facing east. The project proposes to replace the Porter Avenue Bridge (BIN 5512560), located in the lower center portion of the image.



**Photo 3.** View of the northern parcel of the revised APE, facing south. The project proposes to relocate this portion of the Riverwalk.



**Photo 4.** View of the southern parcel of the revised APE, facing northwest. The bridge abutment shown was constructed in 1897 for a former Porter Avenue bridge over the Erie Canal (Historic Photo 6). If they still exist *in situ*, canal walls will be found below the railroad bed at the west end of the bridge.

The project lies within a heavily urbanized setting with the earliest recorded development occurring at the end of the 18<sup>th</sup> century near the current location of the Peace Bridge. The former alignment of the Erie Canal, completed in 1825 and subsequently enlarged and modified numerous times in the 19<sup>th</sup> and 20<sup>th</sup> centuries, is located within the southern parcel of the revised Area of Potential Effect (APE) for direct effects, at the Porter Avenue Bridge. The Canal was abandoned and then filled and paved over in the 1950s during the construction of the New York State Thruway. The northern parcel of the revised APE for direct effects is situated between I-190 to the east and the National Register Eligible (NRE) New York State Barge Canal/Black Rock Canal. The landscape associated with the northern parcel was modified by canal-related activities and the construction of Fort Porter in the middle of the 19<sup>th</sup> century, and by railroad bed realignment and landscaping in the second half of the 19<sup>th</sup> century (Historic Photos 1-6, Figures 3-9).

Disturbances associated with construction, renovation, landscaping, and modernization over the past 200 years have likely resulted in a complex soil stratigraphy reflecting the varied uses of the project area. Fill soils, especially within the alignment of the former Erie Canal, structures related to the I-190 highway, and the Porter Avenue Bridge are almost certainly present.

Despite the extensive disturbances found throughout the APE, deeply buried deposits with archaeological potential could exist below surface layers lacking such material. The alignment of the former Erie Canal lies within the southern parcel of the revised APE for direct effects and its dredgings may have been redeposited in the revised APE, including the approaches to the bridge. Cultural material might be recovered through hand excavations in some areas, such as along the former Erie Canal tow path in the northern area, but it seems more likely that significant archaeological deposits will be chance discoveries at depths below the present ground surface during construction monitoring.

Historic maps were examined for evidence of previous development in the revised APE for direct effects including early road alignments and other indications of historic activity. Map Documented Structures are plotted on the Project Area Map (Figure 13). Map Documented Structures (MDS) are locations of archaeological sensitivity associated with structures that appear on historic maps and are no longer standing. MDS locations indicate a potential for archaeological resources, but are not identified as sites until the presence of cultural materials is confirmed through subsurface investigations.

The following maps were examined: 1829 *Map of a Part of the Niagara River and Plan of the Proposed Harbour at Black Rock* (Figure 3), 1836 *Map of the Village of Black Rock, Erie County* (Figure 4), 1866 *New Topographical Atlas of Erie County, N.Y.* (Figure 5), 1872 *Atlas of the City of Buffalo* (Figure 6), 1894 *Atlas of the City of Buffalo, Erie County, New York* (Figure 7), 1925 *Fire Insurance Map of Buffalo, New York* (Figure 8), and 1951 *Fire Insurance Map of Buffalo, New York* (Figure 9).

None of the historic maps consulted show buildings in the revised APE for direct effects. All of the historic maps depict structures, including the Erie Canal (MDS 1, Historic Photo 1), in the revised APE for direct effects. Although not always depicted on historic maps, a bridge over the Erie Canal carrying Porter Avenue (formerly York Street) has been in place since at least 1836. The Buffalo and Black Rock Railroad (later New York Central) is shown passing through the revised APE for direct effects on the 1836 map and all subsequent maps, although it was realigned west of the Erie Canal sometime after 1836 (MDS 2, Historic Photo 1). Improvements made in the area in the first half of the nineteenth century were associated with the construction and enlargement of the Erie Canal and the Black Rock Canal, a railroad, and the construction of Fort Porter.

A section of the Erie Canal (MDS 1) passes through the southern parcel of the revised APE. It was completed in 1825. Its original dimensions included a surface width of 40 feet along most of its length. Due to increased traffic, the canal was enlarged between 1836 and 1862 to a width of 70 feet at the surface. The second enlargement of the Erie Canal took place between 1896 and 1898. The existing abutments for the Porter Avenue Bridge over the canal were originally constructed in 1897, in the course of the second enlargement (Historic Photo 6). Canal traffic stopped on the section of the canal in the project area in 1918. That was the year the New York State Barge Canal was completed, terminating in Tonawanda, New York. The last section of canal was filled-in in the 1950s during construction of the New York State Thruway. The abutments remain as supports for the current Porter Avenue Bridge over the I-190 (Photo 4, Shmookler et al. 2007: 5-20, 21).

The Buffalo and Black Rock Railroad (MDS 2) was constructed along the beach between the Village of Buffalo and the Black Rock ferry station, at the foot of the current Ferry Street. It passed through the southern parcel of the revised APE for direct effects. It was Buffalo's first railroad and began operating in 1834. A horse-drawn railcar was pulled along a three mile long track consisting of four-inch thick wood rails covered with a thin strip of iron (Shmookler et al. 2007: 5-19).

The New York Central Railroad took over the Buffalo and Black Rock Railroad tracks in the 1850s and the tracks were moved to the west side of the canal and adjacent to the western end of the southern parcel of the revised APE for direct effects. North of Vermont Street, the railroad line was moved further inland, a project that probably involved removal of some of the bluff within the northern parcel of the revised APE for direct effects (Historic Photos 2, 3, Schmookler et al. 2007: 5-20).

The National Register Eligible (NRE) New York State Barge Canal/Black Rock Canal is depicted as a part of the Erie Canal on all historic maps and its canal walls and towpath form the western boundary of the northern parcel of the revised APE for direct effects (Historic Photos 1-6). Construction on the New York State Thruway in the area took place from 1953 to 1956. The portion of the Thruway in the southern parcel of the revised APE was built on top of the Erie Canal bed and the highway's associated embankments cover much of the northern parcel of the revised APE (Historic Photo 5). In 1960, new Porter Avenue ramps gave motorists access to the bridge from the Thruway. Other ramps to and from the Peace Bridge Plaza were constructed in 1971 and 1991 (Spear 1977: 90; Pierce 1996: 6-35).

Historic map evidence documents several transportation-related structures that were situated in or adjacent to the revised APE for direct effects. Archaeological resources that may be present in the revised APE for direct effects include the buried Erie Canal and canal-related features and artifacts and railroad structural remains. Additional resources include the towpath for the NRE Black Rock Canal. Much of the archaeological potential of the revised direct APE appears severely diminished by historic and modern land use practices.

Archaeological resources, especially those related to the NRE Black Rock Canal towpath, may be encountered in the northern parcel of the revised APE along its western boundary where modern fill for the highway embankment appears to be shallow in depth. In the rest of the revised APE, archaeological resources are unlikely to be encountered unless the proposed work includes deep excavations. If deep excavations occur in the course of the proposed work, structural remains could be found, if present, as well as related features and artifacts, assuming the presence of some buried but intact soil horizons.





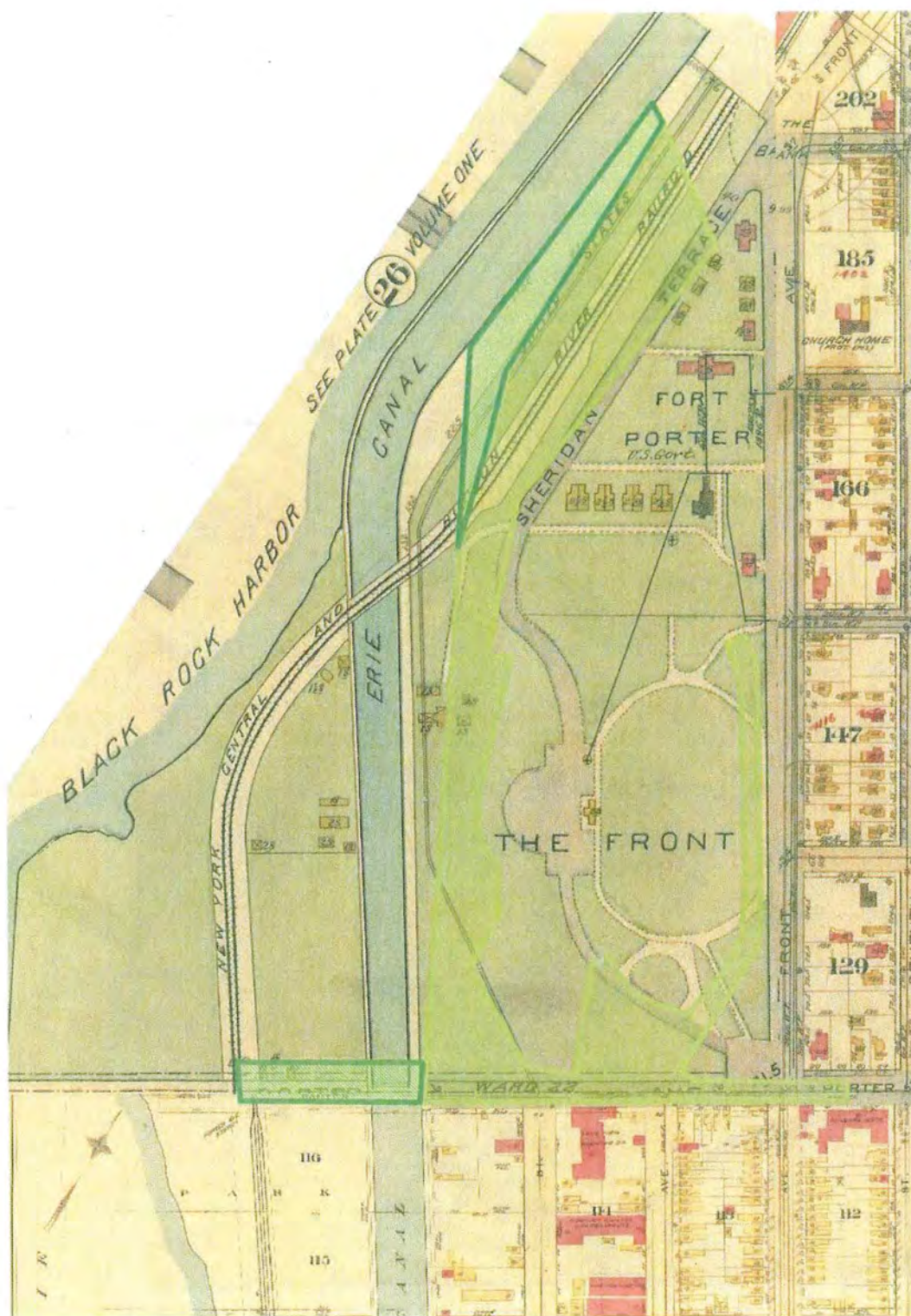
**Figure 4.** 1836 Map of the Village of Black Rock, Erie County (Lovejoy).  
The revised APE for direct effects includes two additional parcels, shown in dark green.



**Figure 5.** 1866 *New Topographical Atlas of Erie County, N.Y.* (Stone & Stewart).  
The revised APE for direct effects includes two additional parcels, shown in dark green.



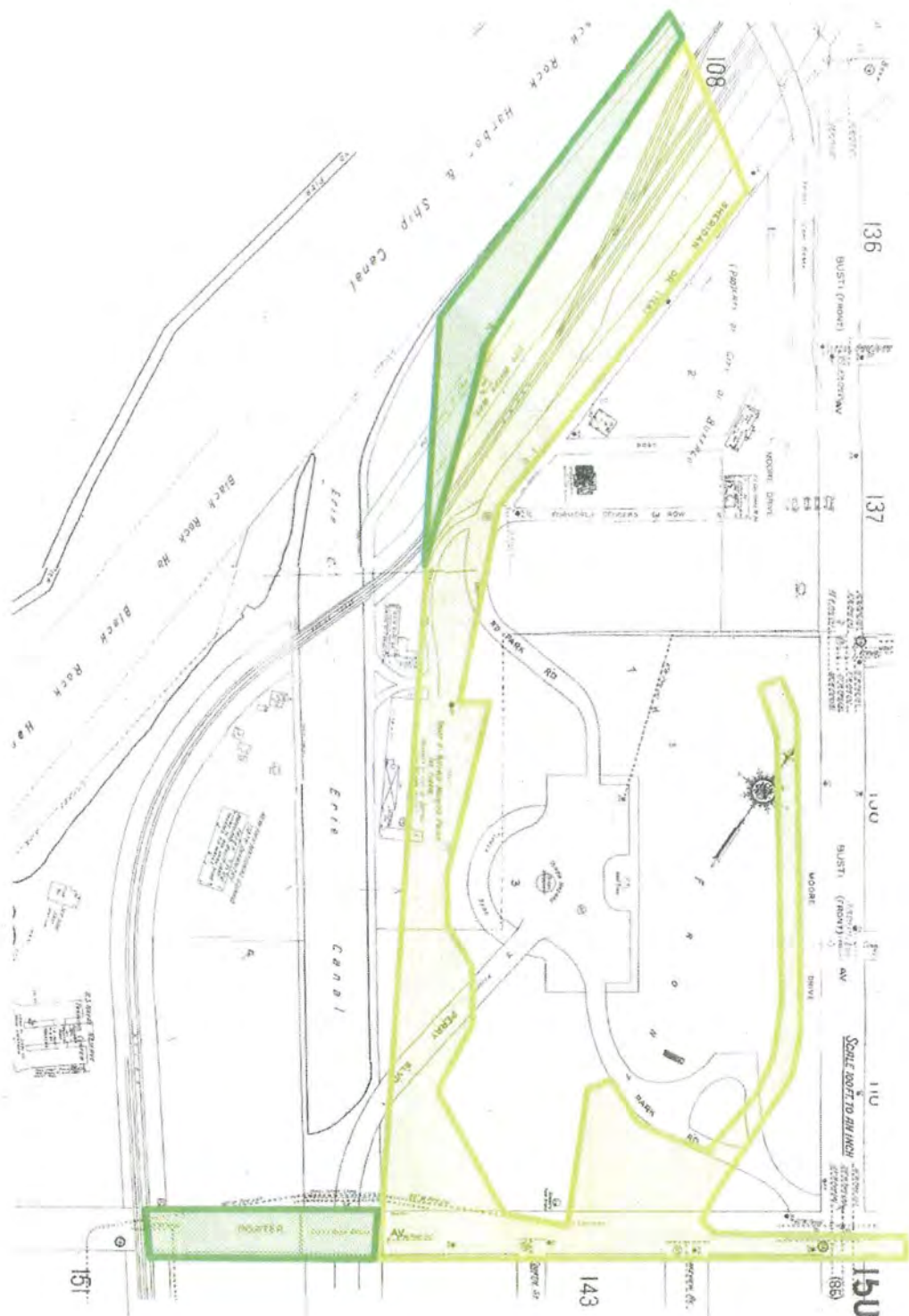
**Figure 6.** 1872 *Atlas of the City of Buffalo* (Hopkins).  
The revised APE for direct effects includes two additional parcels, shown in dark green.



**Figure 7.** 1894 *Atlas of the City of Buffalo, Erie County, New York* (Brown).  
The revised APE for direct effects includes two additional parcels, shown in dark green.



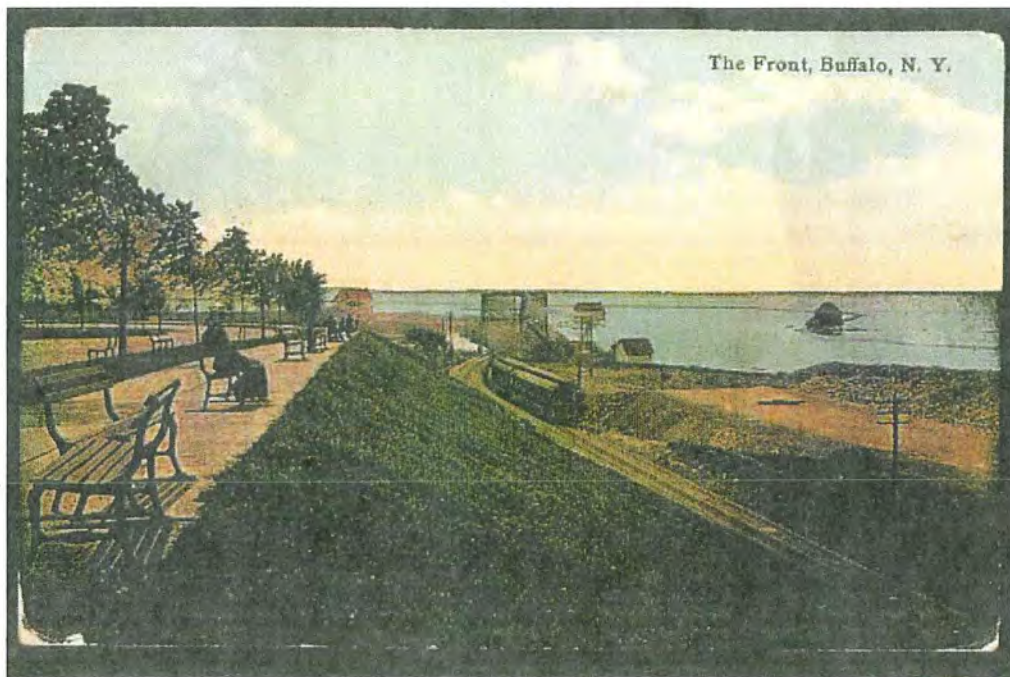
**Figure 8.** 1925 Fire Insurance Map of Buffalo, New York (Sanborn Map Company). The revised APE for direct effects includes two additional parcels, shown in dark green.



**Figure 9.** 1951 Fire Insurance Map of Buffalo, New York (Sanborn Map Company).  
The revised APE for direct effects includes two additional parcels, shown in dark green.



**Historic Photo 1.** Circa early 20<sup>th</sup> century view of the Erie Canal (background) and the Black Rock Canal (foreground).  
The canal towpath lies on the shoreline and adjacent to the northern parcel of the revised APE.



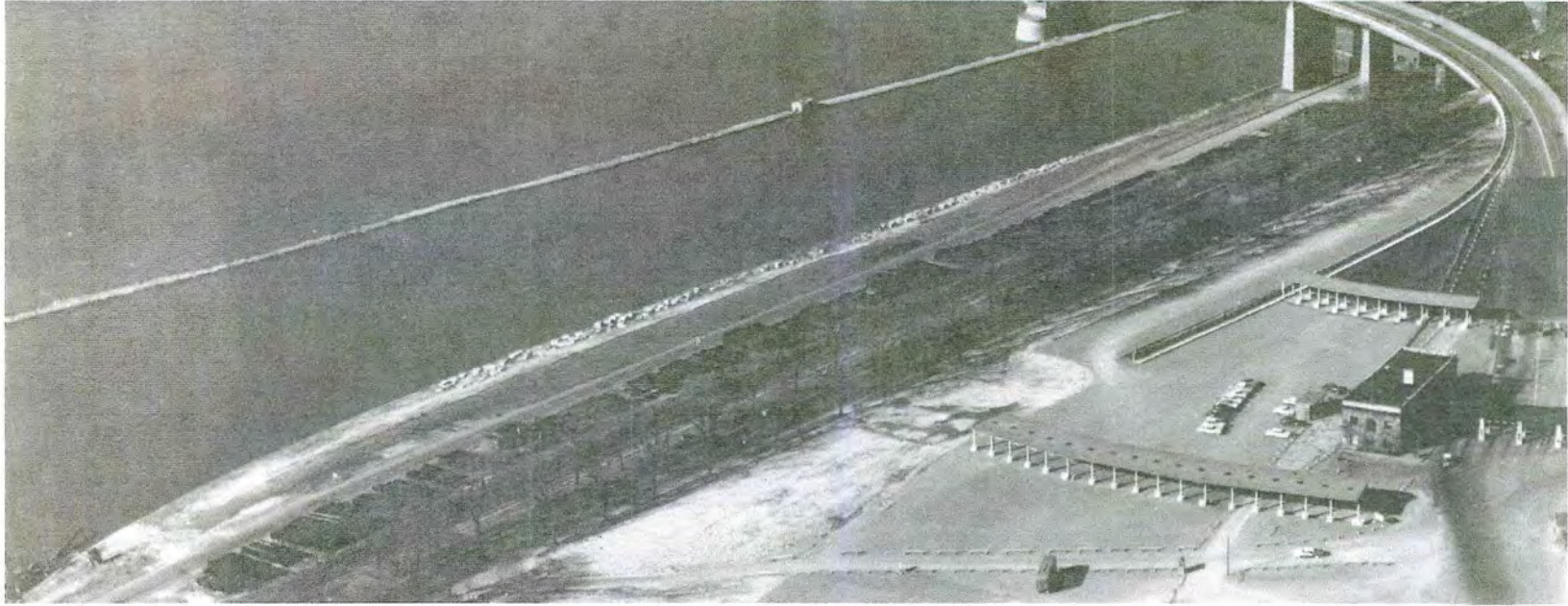
Historic Photo 2. Circa 1900 view of the northern parcel of the revised APE, facing southwest.



Historic Photo 3. Circa 1900 view of the northern parcel of the revised APE, facing north.



**Historic Photo 4.** 1927 Aerial View overlaid with two additional parcels included in the revised APE (dark green parcels). The canal in this area was buried in the course of highway construction in the 1950s. The Erie Canal alignment lies within the southern parcel of the revised APE for direct effects, at the Porter Avenue Bridge.



**Historic Photo 5.** 1955 Aerial Photograph of the northern parcel of the revised APE.



**Historic Photo 6.** May 4, 1915 photo of the Porter Avenue Bridge over the Erie Canal, facing north.

Background research suggests that the revised APE has a high prehistoric sensitivity for all site types. A range of previously recorded archaeological sites exist nearby. There is a bluff and terrace adjacent to the revised APE, uncommon topographic features within the relatively level lake plain. Historic and modern land use have likely had a negative impact on archaeological sensitivity. However, previously unrecorded sites have been identified in nearby settings that are also heavily urbanized (Shmookler et al. 2007: 7-4).

The historic sensitivity is high in the vicinity of the revised APE, especially in areas around Map Documented Structure (MDS) locations and structures more than fifty years old. Development beginning in the early nineteenth century and continuing today has likely impacted much of the revised APE but it is possible that historic sites may be present below fill and modern construction impacts. Historic photos, documents, and maps help to identify transportation and military structures that were situated in or adjacent to the revised APE. Deeply buried deposits may include evidence such as towpath features, buried traces of canal and railroad beds, and pre-asphalt paving road beds made of brick, stone, macadam or wooden logs and/or planks, as well as the foundations, piers and and/or footings of the former canal bridges. Additional artifacts and features include buried 19<sup>th</sup> century wooden or ceramic water pipes. If present, intact archaeological deposits from these contexts have the potential to provide a rich, varied record of the growth and development of the project area through time. However, the integrity of any potential archaeological sites is unknown at this time.

The major transportation related context located within the revised APE for direct effects is the Erie Canal and the NRE Black Rock Canal. Potential associated archaeological deposits may include the canal's masonry or concrete walls, mooring hardware, as well as the towpath that ran along both canals' eastern sides.

The 1955 NYSDOT construction plans were examined to determine the location of the Erie Canal relative to the revised APE (Figures 10-12). The plans show canal walls in relation to the I-190 and associated ramps. Sheet 3 depicts plan and profile views of the area between Porter Avenue and the Peace Bridge (Figure 11). The profile view depicts the pre-1955 ground surface and the level of the I-190 as built, showing which areas that had been filled-in, and which areas have been graded to lower the profile. Sheets 19 and 21 depict detailed plan views of the same area between Porter Avenue and the Peace Bridge, again depicting the I-190 as built. Sheet 19 shows the north edge of the Erie Canal and the existing access ramp (Figure 12). The alignment of the canal as shown is located within the revised APE for direct effects.

Given the level of prior disturbance and the impervious nature of much of the revised APE for direct effects, archaeological field methods are limited to construction monitoring and a small number of shovel tests. A subsurface examination of all grassy and soil-covered parts of the study area corresponding to the tow path of the Erie Canal and Black Rock Canal should be conducted with a series of shovel test pits (STPs) placed at 5-7.5 m (16-25 ft) intervals. This area is depicted as a red dashed line on the project area map (Figure 13). The purpose of this testing is to determine if any deposits related to the canal towpath, such as artifact scatters, sheet middens and historic features, remain intact. Despite a low probability of finding intact deposits, this strategy is recommended due to the importance such deposits would possess. About 36 shovel test pits are recommended to test this area, assuming a single transect with test pits at 7.5 m (25 ft) intervals. Archaeological monitoring during construction is recommended for the remainder of the revised APE for direct effects near MDS locations and where deep excavations will occur.

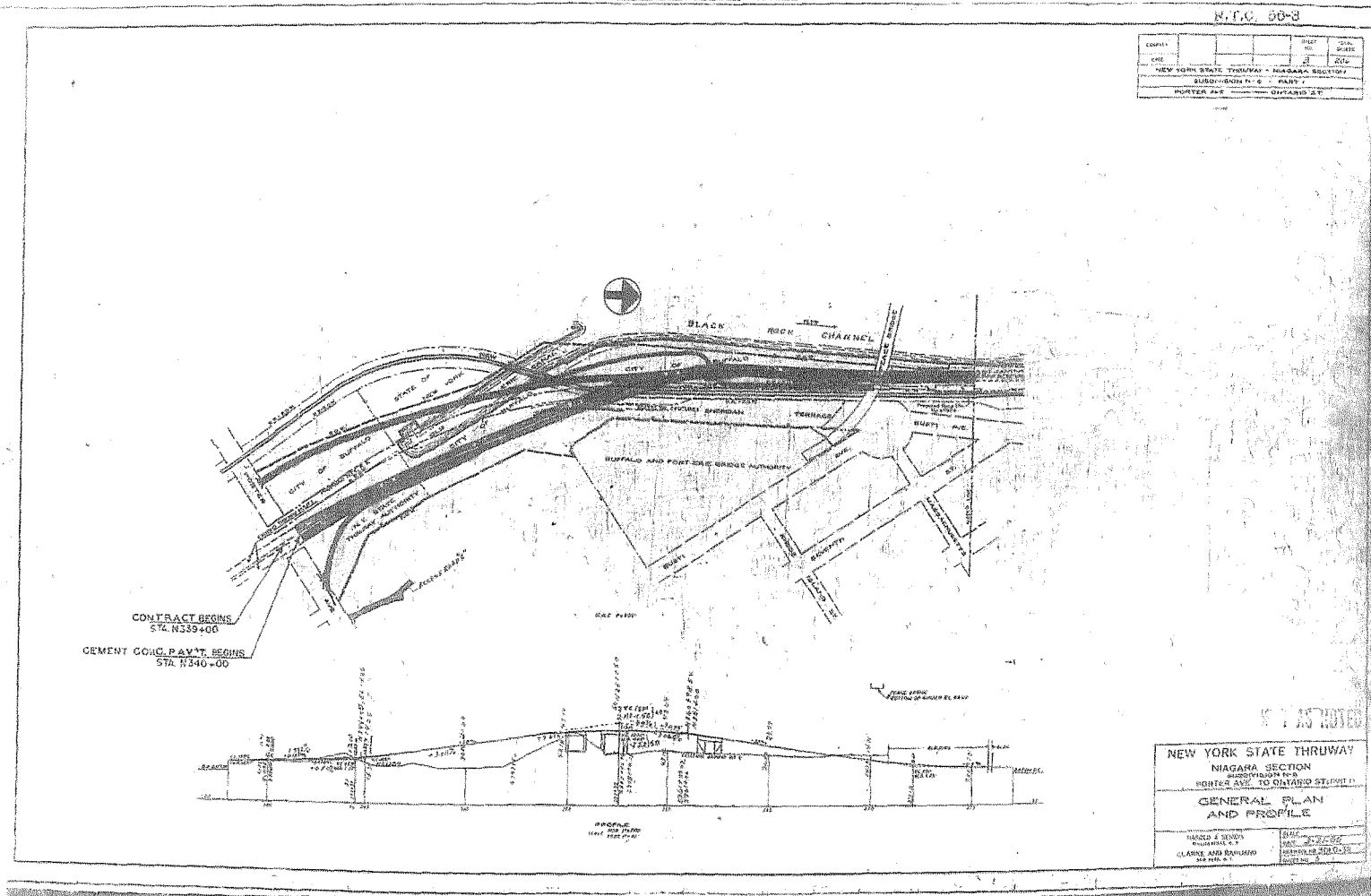


Figure 10. General Plan and Profile Sheet No. 3, New York State Thruway, Niagara Section, dated 3-21-55.

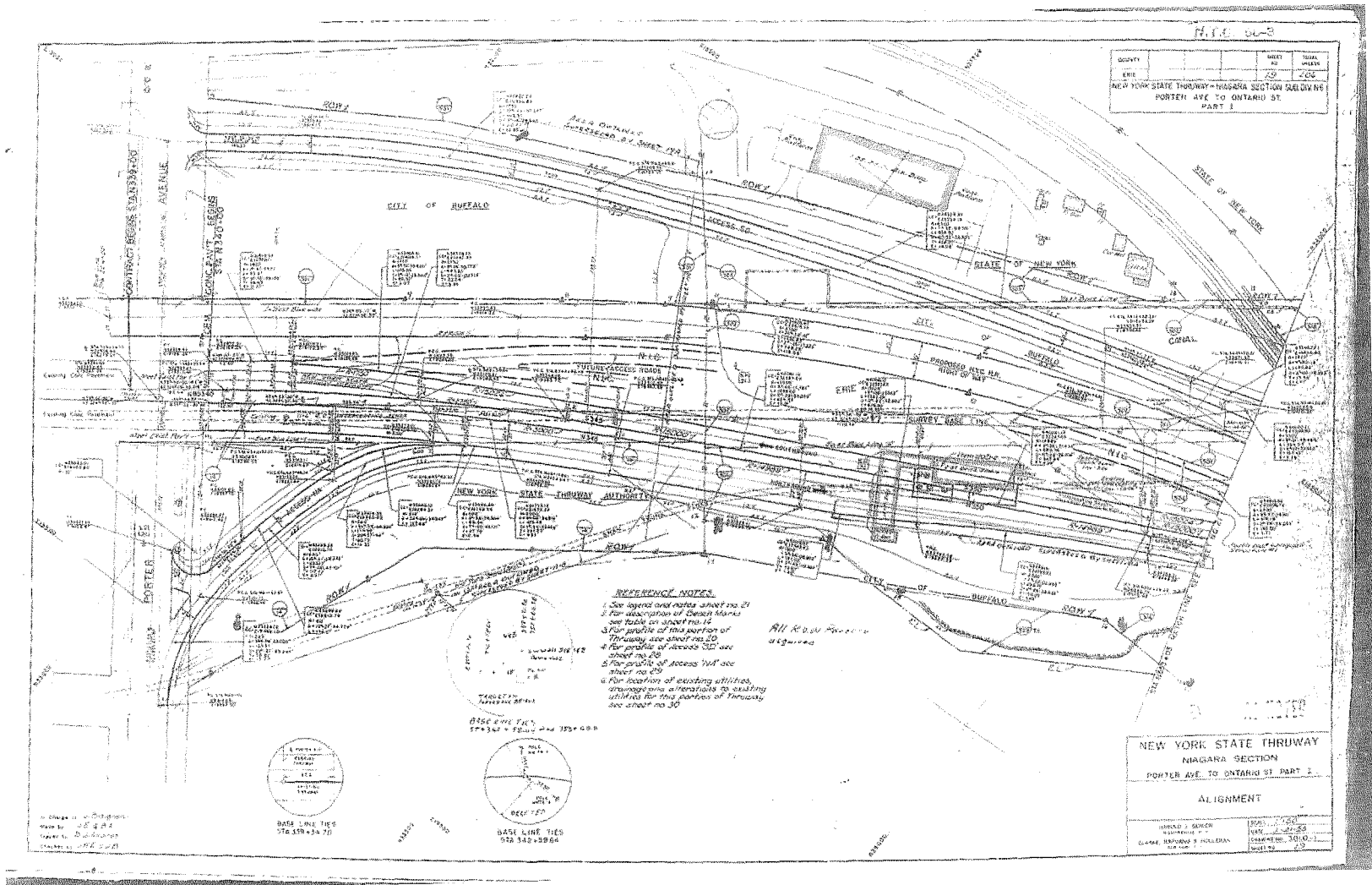


Figure 11. Alignment Sheet No. 19, New York State Thruway, Niagara Section, dated 3-21-55.

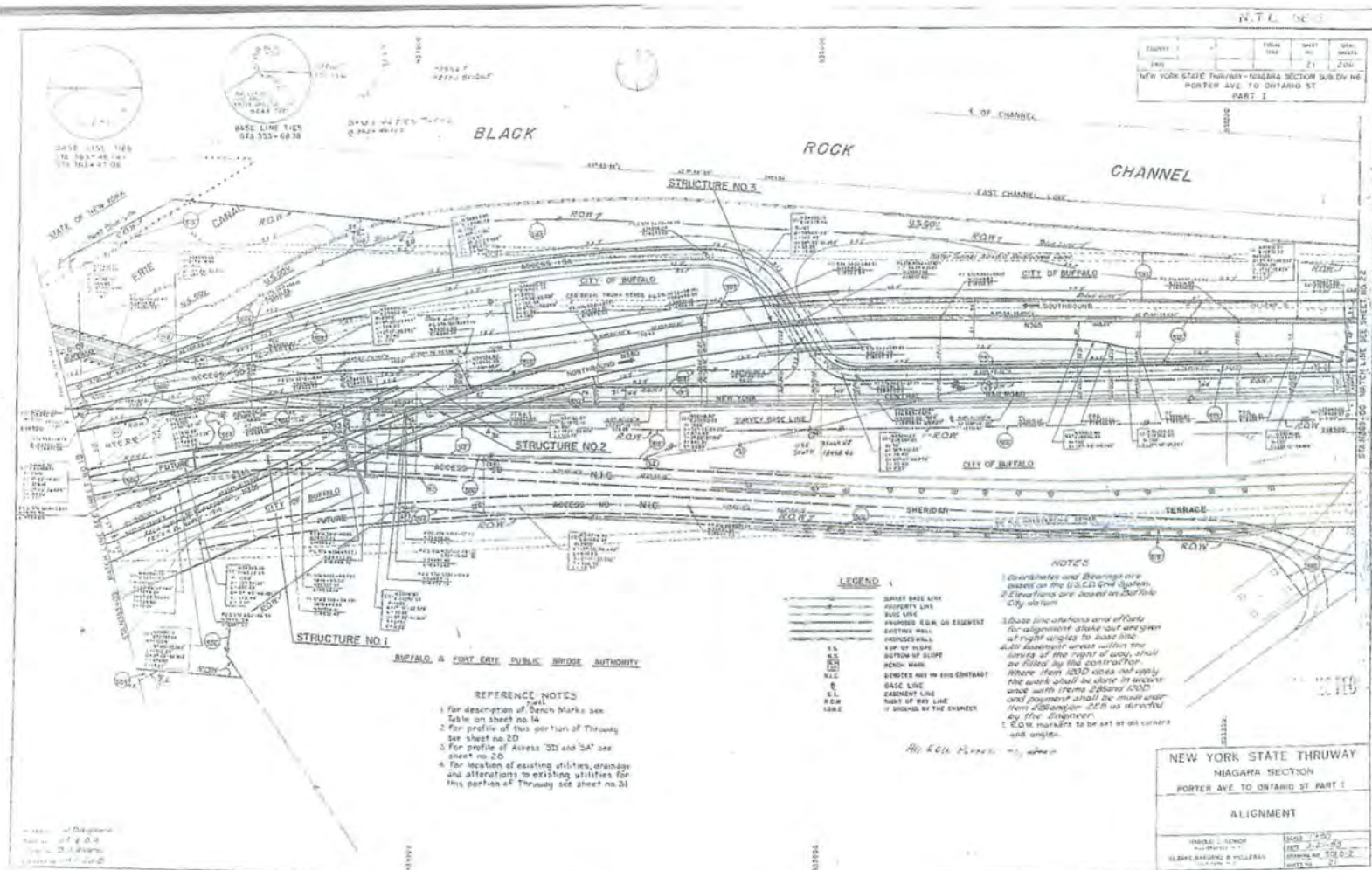
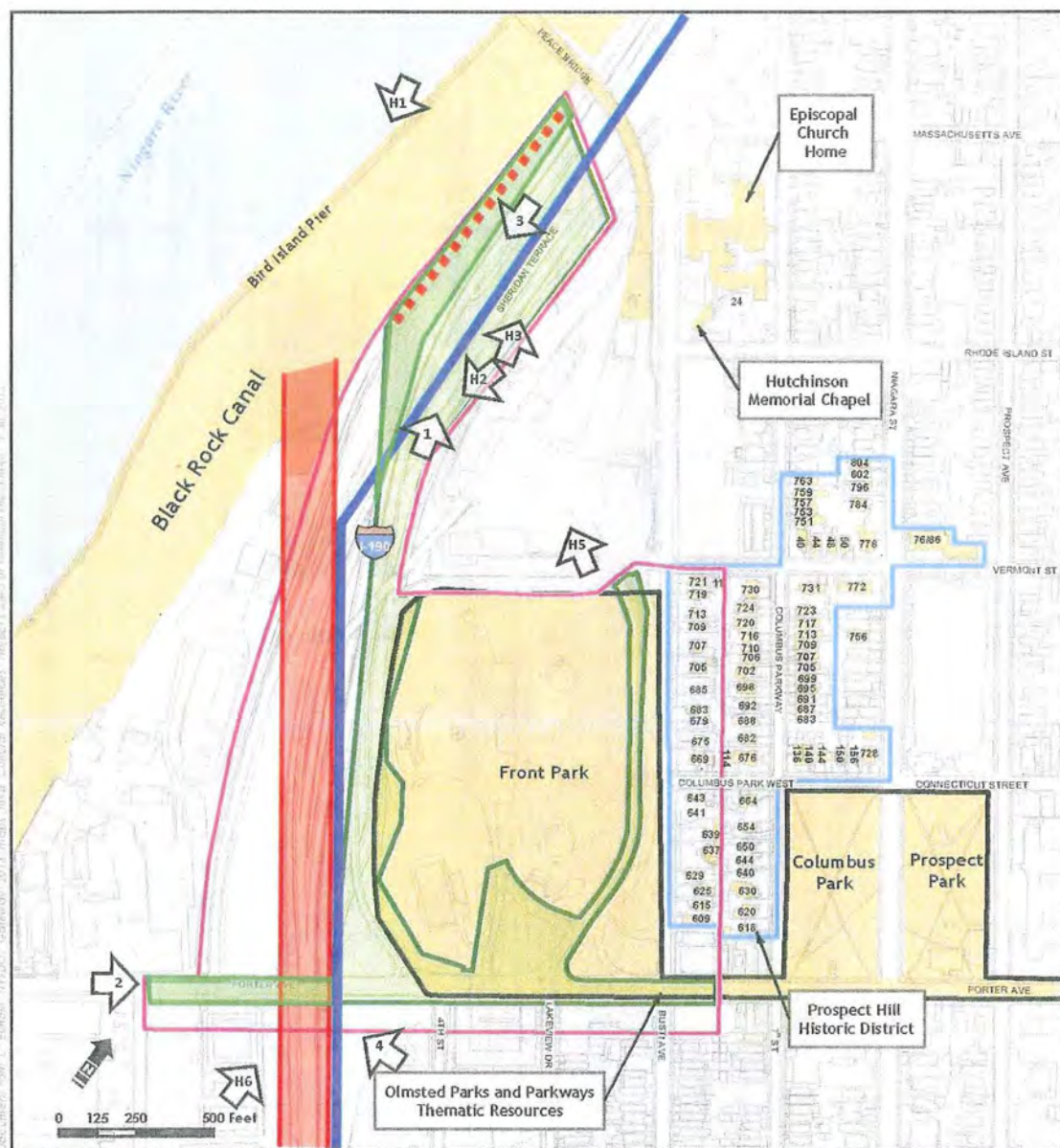


Figure 12. Alignment Sheet No. 21, New York State Thruway, Niagara Section, dated 3-21-55.



**NY Gateway Connections Improvement  
Project to the U.S. Peace Bridge Plaza  
Cultural Resources  
Area of Potential Effect (APE)  
Erie County, New York**

**SOURCE** Ecology and Environment, Inc.  
September 30, 2013

**Figure 13. Revised Project Area Map.**

## REFERENCES CITED

- Brown, James P.  
1894 *Atlas of the City of Buffalo, Erie County, New York*. American Atlas Company, New York.
- Buffalo and Erie County Historical Society  
n. d. Photograph Collection, Buffalo, New York.
- Buffalo and Fort Erie Public Bridge Authority  
2002 *Gateways: The Peace Bridge Celebrates its 75<sup>th</sup> anniversary*. Buffalo and Fort Erie Public Bridge Authority, Buffalo, New York.  
n. d. Photographs and History Files.
- Hopkins, G.M.  
1872 *Atlas of the City of Buffalo*. Buffalo, New York.
- Lovejoy, Henry  
1836 *Map of the Village of Black Rock, Erie County*. Black Rock Land & Rail Road Company. Ms. on file, Buffalo and Erie County Historical Society.
- Montague, Nathan and Douglas J. Perrelli  
2013 Update of Previously Inventoried Historic Properties, Archaeological Sensitivity, and Proposal for Archaeological Monitoring for PIN 5760.80.101, NY Gateway Connections Improvement Project to the US Peace Bridge Plaza, City of Buffalo, Erie County, New York. *Reports of the Archaeological Survey, Volume 45, Number 13*, SUNY Buffalo.
- Pierce, Carolyn  
1996 *Stage 1A Cultural Resource Investigation for the Peace Bridge Plaza and Connecting Roadway System Design Phases I-IV, PIN 5753.58 City of Buffalo, Erie County, New York*. Pratt & Huth, Williamsville, New York.
- Sanborn Map Company  
1925 *Fire Insurance Map of Buffalo, New York*. Sanborn Map Company, Pelham, New York.  
1951 *Fire Insurance Map of Buffalo, New York*. Sanborn Map Company, Pelham, New York.
- Shmookler, Leonid I., Daniel M. Cadzow, and Natasha B. Snyder  
2007 *Appendix E: Phase 1A Cultural Resource Investigation, Peace Bridge Expansion Project*. Ecology and Environment, Lancaster, New York.
- Spear, A.W.  
1977 *The Peace Bridge: 1927-1977 and Reflections of the Past*. Buffalo and Fort Erie Public Bridge Authority, Peace Bridge Plaza, Buffalo, New York.
- Stone & Stewart  
1866 *New Topographical Atlas of Erie County, N.Y.* Stone & Stewart, Philadelphia.
- United States Geological Survey  
1965 *Buffalo, N.Y.-Ont.* USGS 7.5 Minute Series Quadrangle.

## INTERVIEWS

### NYSDOT

NYSDOT Office of Environment, provided information about the project, scope of work for cultural resources, and area of potential effects (APE) for the project.

**NY Gateway Connections Improvement Project to the US Peace Bridge Plaza**

**Section 106 Finding Documentation**

**Attachment E: Plan for Archaeological Monitoring during Construction**

Plan for Archaeological Monitoring During Construction

for

NY Gateway Connections Improvement Project to the US Peace Bridge Plaza

PIN 5760.80.101

PR #13PR02859

City of Buffalo

Erie County, New York

MCD 02940

by

Douglas J. Perrelli, Ph. D., RPA

Principal Investigator

Reports of the Archaeological Survey, Volume 45, Number 22

Department of Anthropology, State University of New York at Buffalo

October 2013

Prepared for:

New York State Museum

New York State Department of Transportation

Federal Highway Administration

1

**Plan for Archaeological Monitoring during Construction  
NY Gateway Connections Improvement Project to the US Peace Bridge Plaza  
City of Buffalo, Erie County, New York**

The Federal Highway Administration (FHWA), in cooperation with New York State Department of Transportation (NYSDOT), proposes a project to provide improved access to and from the US Border Port of Entry/Peace Bridge Plaza (Plaza), in the City of Buffalo, Erie County, New York (MCD 02940). The New York Gateway Connections Improvement Project to the US Peace Bridge Plaza (Project) is a federal-aid transportation project subject to review under Section 106 of the National Historic Preservation Act of 1966, as amended, and its implementing regulation, 36 CFR Part 800.

The NY Gateway Connections project area is located in the West Side neighborhood of the City of Buffalo, Erie County, New York. The project area is situated on a bluff overlooking the Niagara River, separated from the waterfront by the New York State Thruway (I-190) which runs along the river and under the Peace Bridge adjacent to Front Park and the Plaza. The project area is adjacent to Front Park, which was designed by Frederick Law Olmsted as part of a citywide park and parkway system opened in 1868, and provides open green space in the urban setting. A densely populated mixed-use urban neighborhood is situated to the south and east of Front Park.

In coordination with FHWA, and in consultation with NYSHPO, NYSDOT established the Project's Area of Potential Effect (APE)- defined as "...the geographical area or areas within which an undertaking may directly or indirectly cause alterations in the character or use of historic properties, if any such properties exist (36 CFR 880.16[d]). Within the Project APE, a smaller area was delineated for potential direct effects, meaning physical alterations or ground disturbance caused by the proposed construction of new ramps, the removal of Baird Drive, modifications to Porter Avenue in the vicinity of existing ramps, the relocation of the Porter Avenue entrance to Front Park, minor realignment of Front Park Drive, the replacement of the Porter Avenue bridge over I-190 and CSX (BIN 5512560) and the relocation of a portion of the Shoreline Trail (formerly the Riverwalk). The overwhelming majority of direct effects are associated with lands previously disturbed and occupied by existing transportation facilities including the I-190 corridor, Porter Avenue, and Baird Drive.

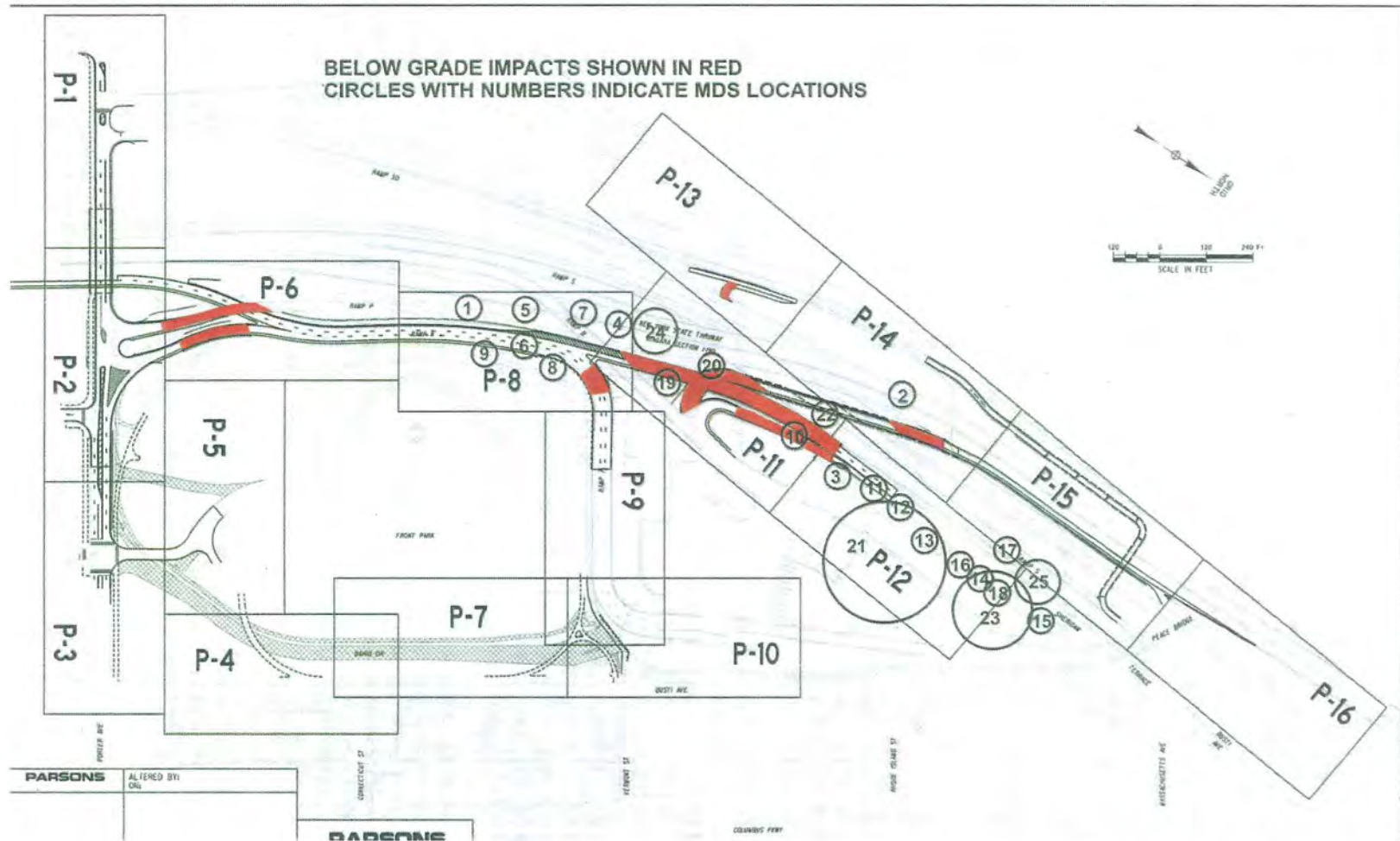
As recommended in the report entitled *Update of Previously Inventoried Historic Properties, Archaeological Sensitivity, and Proposal for Archaeological Monitoring* (Montague and Perrelli 2013) archaeological monitoring is proposed within the APE for direct effects in proximity to Map Documented Structure (MDS) locations and where deep excavations will occur. Two areas of high historic archaeological potential are identified for archaeological monitoring in particular. One large area is on the northern side of the direct APE along Sheridan Terrace where numerous MDS occur in association with the terrace and the former Fort Porter. A second area in the southwest corner of the direct APE, along Porter Avenue, is in proximity to the former Erie Canal. In addition to monitoring, a small amount of shovel testing is recommended for the grassy area at the north end of the direct APE where the realignment of the Riverwalk may have impacts. This precaution is being taken because of the potential for near-surface deposits associated with the former tow path of the Erie Barge Canal and Black Rock Canal to be intact. In accordance with the Section 106 Finding Documentation, archaeological monitoring will be conducted where the depth of construction activity may affect deeply buried deposits where archaeological resources may be present (Figure 2).

NYSDOT requested an archaeological monitoring plan be developed for the proposed improvements as described for excavations as per plans provided by NYSDOT. Archaeological monitoring and potential data recovery will be implemented during construction for portions of the project area not accessible for archaeological testing prior to construction. The depth of impact is dependent upon the final depth of construction at various locations. Archaeological testing will be performed in a small sub-area of the Project where near surface deposits associated with the Erie Canal Towpath may be intact, followed by construction monitoring for deeper impacts in this area as needed. Data recovery in accordance with this Plan may be implemented if potentially NRE deposits are found during field testing of the towpath or the monitoring of construction excavations for the infrastructure improvements.

Design modifications and refinements are anticipated as the project progresses through the final design and into construction. Any such changes, both prior to and during construction, should be communicated to the

archaeologist for appropriate revisions to this *Plan for Archaeological Monitoring During Construction*. All field investigations and the final report will be completed by 36 CFR 61 qualified professional archaeologists, in accordance with the New York State Education Department's *Work Scope Specifications* under interagency agreement with NYSDOT, and in accordance with the professional standards of the New York Archaeological Council and the New York Office of Parks, Recreation and Historic Preservation.





**Figure 2.** Location of proposed deep construction impacts for PIN 5760.80.101, NY Gateway Connections Improvement Project to the US Peace Bridge Plaza, City of Buffalo, Erie County, New York (MCD 02940).

## HISTORIC RESOURCES DOCUMENTATION

The PIN 5760.80.101 APE possesses a high historic sensitivity, especially in those areas around Map Documented Structures (MDS), which are locations where buildings or structures are shown on historic maps, but are no longer standing and hence indicate the potential presence of archaeological sites. Subsurface investigations at these locations may yield buried traces of buildings or structures, features, and/or concentrations of artifacts. MDS locations indicate archaeological sensitivity, but are not identified as archaeological sites until their presence is confirmed through field investigations.

The APE for direct effects encompasses a broad range of potential archaeological resources associated with military, transportation, residential, industrial / commercial, public utility, and public recreation related contexts (Figure 3). Significant historic Canal-related sites have been found in Buffalo's downtown area, specifically at the Inner Harbor (Dean and Barbour 1998). Although the Erie Canal-Grand Canal Prime Slip & Commercial Slip Areas Site lies 2.7 km (1.7 mi) south of the APE, its 19<sup>th</sup> and 20<sup>th</sup> century canal-associated features are informative for the current study given that the Erie Canal is known to be buried in the APE and could be directly affected (A02940.004623). Here there is the potential for intact structural remains to be buried beneath fill in this urban setting.

Military contexts identified within the APE include the c.1841-1926 Fort Porter, a mid 20<sup>th</sup> century National Guard barracks, and several War of 1812 era fortifications located near the APE's northern end and center. A wide variety of structures associated with Fort Porter have been documented including stables, a blacksmith shop, storehouses, ammunition sheds, a wagon house, one or more block-houses, a coal shed, enlisted men's barracks, and a row of officers' houses. Additional structures include cisterns, privies, refuse dumps, fence-lines, roads, paths, and parade grounds located at the fort's southern end.

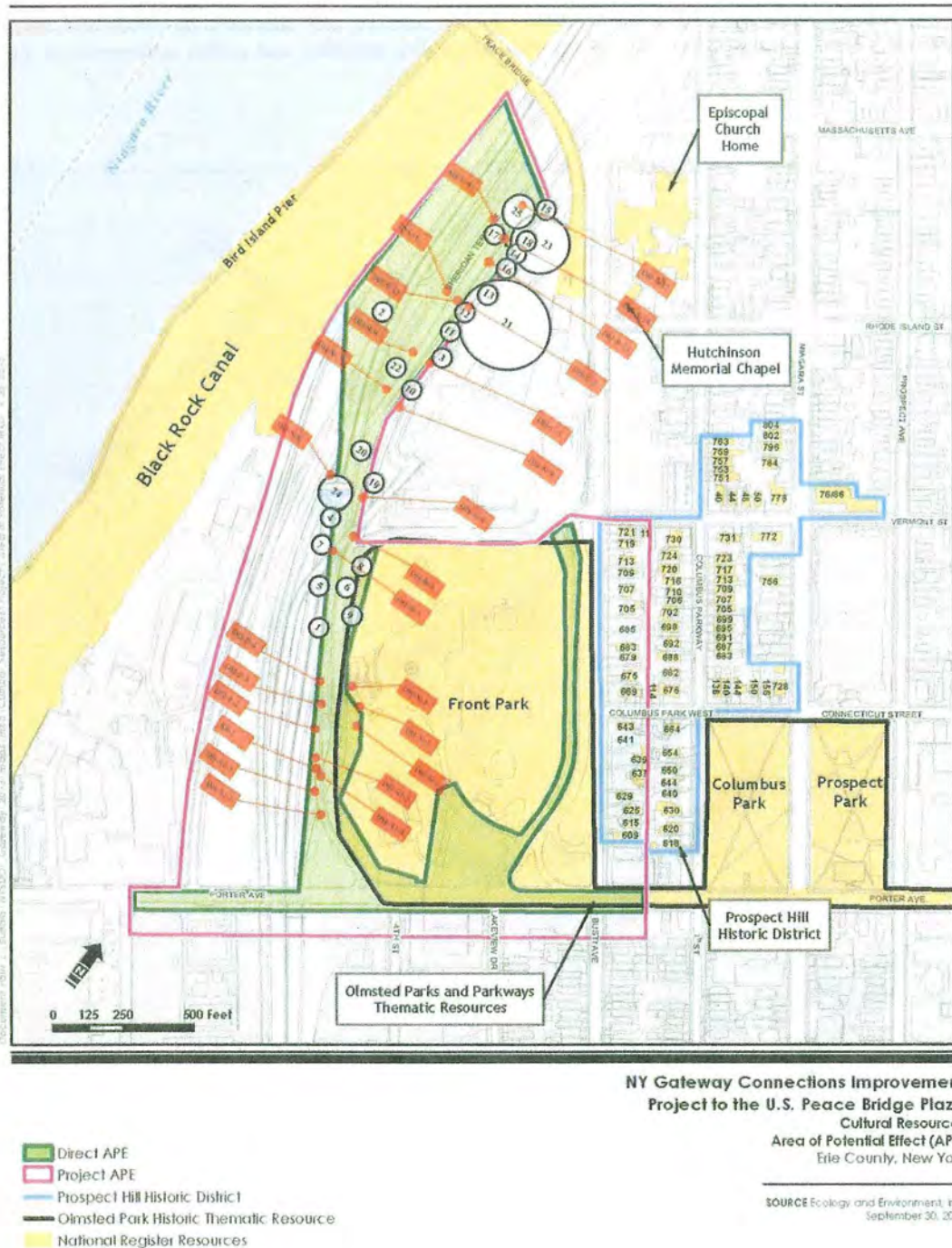
Buried traces of these structures and landscape features may be present in the form of in-filled building foundations, well and privy pits, stone walls and rows of postholes. Sheet middens containing arms related artifacts, food remains, clothing, and personal artifacts may be identifiable even in disturbed soils. Additionally, transportation related artifacts, such as wagon parts, horse shoes and harness-related equipment may be found in the vicinity of the fort's stables, while evidence of fire-damage may be found in the vicinity of the blockhouse that burned in the 1860s. Buried traces of mid-19<sup>th</sup> century earthworks and a moat from the fort, if intact would be along Sheridan Terrace near the northwest corner of Front Park, within the APE for direct effects. These defensive works may be archaeologically visible in the form of wide linear ditches. Other potential structure types including laundry, kitchen, hospital, prison, and other support facilities associated with the unlabeled Fort-related buildings shown on the 1872 Hopkins atlas map. Many of these buildings were removed during a late 19<sup>th</sup> century reconstruction. The research potential of military contexts lay in the diversity of different types of structures and activity areas.

Transportation related structures and landscapes are identified in the APE limits including the extant New York Central & Hudson Railroad grade, bed, and tracks. Potential archaeological remains include buried traces of former railroad beds as well as pre-asphalt paving road beds made of brick, stone, macadam or wooden logs and/or planks, as well as the foundations, piers and and/or footings of the former canal bridges. If intact physical remains of transportation contexts such as the Erie Canal are present, their research potential would include historical construction methods and materials used in their initial construction, as well as in subsequent renovations that occurred over the course of the 19<sup>th</sup> and early 20<sup>th</sup> centuries. This includes the re-use and recycling of building materials from one iteration of the canal to the next.

Public utility contexts include the "old" Buffalo water works along with pipe networks and associated support areas, including MDS 2. Other public utility contexts include buried late 19<sup>th</sup> and early 20<sup>th</sup> century sewer pipes and electric lines. Potential archaeological contexts include buried 19<sup>th</sup> century wooden or ceramic water pipes and foundation walls and any remaining boilers or pumping machinery used in the old water works.

The APE has a high prehistoric sensitivity for all prehistoric site types. A wide range of previously recorded archaeological site types exist nearby. There is a bluff and terrace within the project limits, an uncommon topographic feature within the relatively level lake plain. Historic and modern land use has negatively impacted and therefore drastically reduced archaeological sensitivity but the potential for deeply buried sites remains. Previously

unrecorded sites have been identified in nearby settings that are also heavily urbanized (Shmookler et al. 2007:7-4). Construction monitoring will ensure that any deeply buried deposits encountered during construction are identified, evaluated, and appropriately documented. Deeply buried deposits may include post molds and other feature evidence of former habitation structures, along with refuse pits, middens, and artifact concentrations from more ephemeral land use.



**Figure 3.** Project Location for PIN 5760.80.101, NY Gateway Connections Improvement Project to the US Peace Bridge Plaza, City of Buffalo, Erie County, New York (MCD 02940) showing MDS locations and soil boring locations referred to in text and tables.

### **Potential Archaeological Resources in Direct APE**

Despite the potential for historic and prehistoric archaeological resources to exist within the direct APE, there are no known, intact archaeological sites within the APE. Two areas of high historic archaeological potential are identified, one large area covering much of the north half and another at the south end of the direct APE as shown on Figure 3. The north end of the direct APE is in close proximity to MDSs 2, 3, 10-18, 21-23, and 25. All of these MDS locations, including a former cemetery associated with Fort Porter, are clustered along Sheridan Terrace. The southwest corner of the APE represents the area overlapping the former Erie Canal and other transportation structures described above.

### **Historic Canal Remains in APE for Direct Effects**

The major transportation related context located near the APE for direct effects is the Erie Canal, which runs through the southern half of the APE for direct effects. Potential associated archaeological deposits may include the canal's masonry or concrete walls, mooring hardware, as well as the towpath that ran along the canal's eastern side.

The section of the Erie Canal (MDS 1) that passes through the APE was completed in 1825. Its original dimensions included a surface width of 40 feet along most of its length. Due to increased traffic, the canal was enlarged between 1836 and 1862 to a width of 70 feet at the surface. The second enlargement of the Erie Canal took place between 1896 and 1898. The existing abutments for the Porter Avenue Bridge over the canal were originally constructed in 1897, in the course of the second enlargement. Canal traffic stopped on the section of the canal in the project area in 1918. That was the year the New York State Barge Canal was completed, terminating in Tonawanda, New York. The last section of canal was filled-in in the 1950s during construction of the New York State Thruway. The abutments remain as supports for the current Porter Avenue Bridge over the I-190. FHWA, in coordination with NYSDOT, and in consultation with SHPO, has determined the abutments are not National Register eligible structures (FHWA 2013).

The Buffalo and Black Rock Railroad (MDS 2) was constructed along the beach between the Village of Buffalo and the Black Rock ferry station, at the foot of the current Ferry Street. It passed through the APE for direct effects. It was Buffalo's first railroad and began operating in 1834. A horse-drawn railcar was pulled along a three mile long track consisting of four-inch thick wood rails covered with a thin strip of iron (Shmookler et al. 2007: 5-19). The New York Central Railroad took over the Buffalo and Black Rock Railroad tracks in the 1850s and the tracks were moved to the west side of the canal in the APE for direct effects. North of Vermont Street, the railroad line was moved further inland, a project that probably involved removal of some of the bluff at the northern end of the APE for direct effects (Shmookler et al. 2007:5-20). The portion of the Thruway in the APE was built on top of the Erie Canal bed and the highway's associated embankments cover much of the APE. In 1960, new Porter Avenue ramps gave motorists access to the bridge from the Thruway. Other ramps to and from the Peace Bridge Plaza were constructed in 1971 and 1991 (Spear 1977: 90; Pierce 1996: 6-35, Montague and Perrelli 2013).

The 1955 NYSDOT construction plans were examined to determine the location of the Erie Canal relative to the APE (Figures 4-6). The plans show canal walls in relation to the I-190 and associated ramps. Sheet 3 depicts plan and profile views of the area between Porter Avenue and the Peace Bridge (Figure 4). The profile view depicts the pre-1955 ground surface and the level of the I-190 as built, showing which areas that had been filled-in, and which areas have been graded to lower the profile. Sheets 19 and 21 depict detailed plan views of the same area between Porter Avenue and the Peace Bridge, again depicting the I-190 as built. Sheet 19 shows the north edge of the Erie Canal and the existing access ramp (Figure 5). The alignment of the canal as shown is located west of the alignments of the I-190 ramp and within the APE for direct effects at the Porter Avenue Bridge. The former alignment of the Erie Canal was completed in 1825 and subsequently enlarged and modified numerous times in the 19<sup>th</sup> and 20<sup>th</sup> centuries the APE for direct effects. The Canal was abandoned and then filled and paved over in the 1950s during the construction of the New York State Thruway.

### **Historic Sheridan Terrace and Fort Porter Remains in APE for Direct Effects**

The north end of the direct APE is in close proximity to MDSs 2, 3, 10-18, 21-23, and 25. All of these MDS locations, including a former cemetery associated with Fort Porter, are clustered along Sheridan Terrace as shown on Figure 3. A portion of the northern half of the APE for direct effects is situated between I-190 to the east and the NRE New York State Barge Canal/Black Rock Canal. The landscape was modified by canal-related activities and the construction of Fort Porter in the middle of the 19<sup>th</sup> century, and by railroad bed realignment and landscaping in the second half of the 19<sup>th</sup> century. The National Register Eligible (NRE) New York State Barge Canal/Black Rock Canal are part of the Erie Canal in this area and former canal walls and the towpath form the western boundary of this northern part of the APE for direct effects. Construction on the New York State Thruway in the area took place from 1953 to 1956. Archaeological resources, especially those related to the NRE Black Rock Canal towpath, may be encountered in this location, along its western boundary where modern fill for the highway embankment appears to be shallow in depth.

### **Other Potential Historic Resources in APE for Direct Effects**

Additional potential cultural resources are suggested by information gained from soil boring logs provided by NYSDOT as presented in Figure 3 and Table 1. Throughout the APE for direct effects, deep fill and some natural deposits are documented by soil borings to depths between 7.5-15 m (25-50 ft) below ground surface. Soil boring information is derived from a compilation of available information for the Project, including twelve (12) new borings progressed by the NYSDOT Region 5 Geotechnical Group in June 2013, fifty-eight (58) record subsurface explorations progressed between 1965 and 1969, and geologic and soil maps (NYSDOT Geotechnical Engineering Bureau, August 2013).

Soil borings listing fractured stone may refer to demolished foundation material and fragments of architectural debris, but could also represent bedrock fragments. This notation was found in association with soil borings DH-S-9 and DH-N-9 near the north end of the direct APE at depths of less than two meters (5 ft) below ground surface. Similar notations were found at much deeper depths in soil borings DH-B-5 and DH-B-6 nearer the midpoint of the direct APE. Here such material is found at depths up to 10 m (32 ft) below ground surface. Dark stains that could represent archaeological features are noted as black silt less than two meters (5 ft) below ground surface in soil boring DH-N-9 and DH-B-5. Black sand, black silt and brick fragments were noted in soil borings DH-N-6, DH-S1-5, DH-P-3 and DH-P-2 at relatively shallow depths below ground surface. Most of these locations do not appear to coincide directly with MDS locations, but MDSs are located nearby. Soil boring logs show deep fill throughout much of the APE with a general trend of deeper fill deposits at the north end of the project area, related to the need for more in-filling of the steeper bluff, and shallower deposits at the south end where topographic relief and the need for in-filling was less (Figure 3, Table 1). Construction plans show the likely depth of fill over the canal to be about 15-20 feet at the south end of the APE (Figure 7). Fill depths in northern portions of the APE could be much deeper.

### **Potential for Deeply Buried Deposits**

If intact archaeological deposits are to be found within the direct APE, they will likely occur as deeply buried deposits below fill and disturbed soil layers. The vertical dimensions of the APE for direct effects, defined here as the depth of planned ground-disturbing construction impacts, has been provided in the form of geotechnical data (NYSDOT Geotechnical Engineering Bureau, August 2013).

**Table 1.** Soil Boring Log Summary (New York Department of Transportation Geotechnical Engineering Bureau 1965-1969). Boring Locations are Plotted on Figure 3.

| Soil Boring Code | Location and Description of Associated MDS and Potential Cultural Resources  | Soil Boring Log Summary in Depth Below Ground Surface And in Stratigraphic Sequence  |
|------------------|--|--|
| AH-L-4           | north end of APE west of plaza<br>near MDS 25 Fort Porter Battery "J" 1836   | trace topsoil<br>11.5 ft brown sand<br>Bedrock   |
| DH-L-12          | north end of APE west of plaza<br>MDS 25 Fort Porter Battery "J" 1836  | 1 ft brown fine sandy silt<br>50 ft brown fine silty sand  |
| DH-S-13          | north end of APE west of plaza   | 43 ft brown silt/red-brown silty loam<br>limestone bedrock   |
| DH-S-14          | north end of APE west of plaza<br>MDS 17 1 story frame building 1894   | 48 ft brown silt/red-brown silty loam<br>limestone bedrock   |
| DH-S-11          | north end of APE west of plaza, nearing midsection of project area<br>MDS 12 Fort Porter Headquarters 1925   | 32 ft brown silt/red-brown silty loam<br>limestone bedrock at 32 ft  |
| DH-C-5           | north end of APE west of plaza, nearing midsection of project area<br>MDS 12 Fort Porter Headquarters 1925   | 30 ft brown silt/red-brown silty loam<br>limestone bedrock at 30 ft  |
| TP-L-1           | north end of APE west of plaza, nearing midsection of project area<br>near MDS 12 Fort Porter Headquarters 1925  | thin topsoil<br>21 ft red-brown silty sand<br>Limestone bedrock  |
| DH-S-9           | north end of APE west of plaza, nearing midsection of project area<br>north of MDS 22 Fort Porter structure 1872                                       | 1 ft topsoil<br>5 ft brown silt with fractured stone<br>20 ft red-brown silty sand with fractured stone<br>limestone bedrock at 30 ft  |
| DH-S-7           | north end of APE west of plaza, nearing midsection of project area<br>south of MDS 22 Fort Porter structure 1872                                       | pavement surface<br>Slag-fill pavement sub-base<br>15 ft red-brown silt, stone sand and clay<br>limestone bedrock at 18.5 ft           |
| DH-N-9           | north end of APE west of plaza, nearing midsection of project area<br>south of MDS 10 Fort Porter Officers Quarters 1925                               | 5 ft red-brown silt and fractured stone<br>Black silt at 5 ft<br>23 ft red-brown silt and fractured stone<br>limestone bedrock         |
| DH-N-6           | Near APE midpoint between Front Park and plaza in ramps area<br>Between MDS 19 blacksmith shop and stable 1872 and MDS 24 Fort Porter Battery "H" 1836 | red-brown silt and fractured stone<br>Black silt at 0.38 ft<br>15 ft red-brown silt<br>1 ft layered sand<br>limestone bedrock at 16 ft |
| DH-B-6           | At APE midpoint in NW corner Front Park<br>No MDS  | 32 ft red-brown silt and fractured stone<br>limestone bedrock at 32 ft   |
| DH-B-5           | At APE midpoint in NW corner Front Park<br>MDS 7 Fort Porter 1 story wood frame stables 1894<br>Stables and barracks 1925                              | 32 ft red-brown silt and fractured stone<br>Black silt at 5 ft<br>limestone bedrock at 32 ft   |
| DH-S1-5          | South end APE in ramps<br>No MDS   | Fill<br>Black sand at 1 ft   |

**Table 1.** Soil Boring Log Summary (New York Department of Transportation Geotechnical Engineering Bureau 1965-1969). Boring Locations are Plotted on Figure 3.

|         |                                     |   |
|---------|-------------------------------------|---|
|         |                                     | 19 ft sand<br>12 ft silt<br>limestone bedrock at 32 ft                                  |
| DH-S1-4 | South end APE in ramps<br>No MDS    | 1-5 ft rubble<br>Sand and silt<br>Limestone bedrock                                     |
| DH-P-4  | South end APE in ramps<br>No MDS    | 13 ft brown silt<br>Brick and wood at 5 ft<br>Bedrock at 13 ft                          |
| DH-P-3  | South end APE in ramps<br>No MDS    | 25 ft brown silt<br>Black silt and brick at 0.32 ft<br>wood at 5 ft<br>Bedrock at 25 ft |
| DH-P-2  | South end APE in ramps<br>No MDS    | Brown silt<br>Trace of brick at 5 ft<br>Bedrock   |
| RS-1    | South end APE SW of Front<br>No MDS | solid limestone bedrock with voids (?)  |

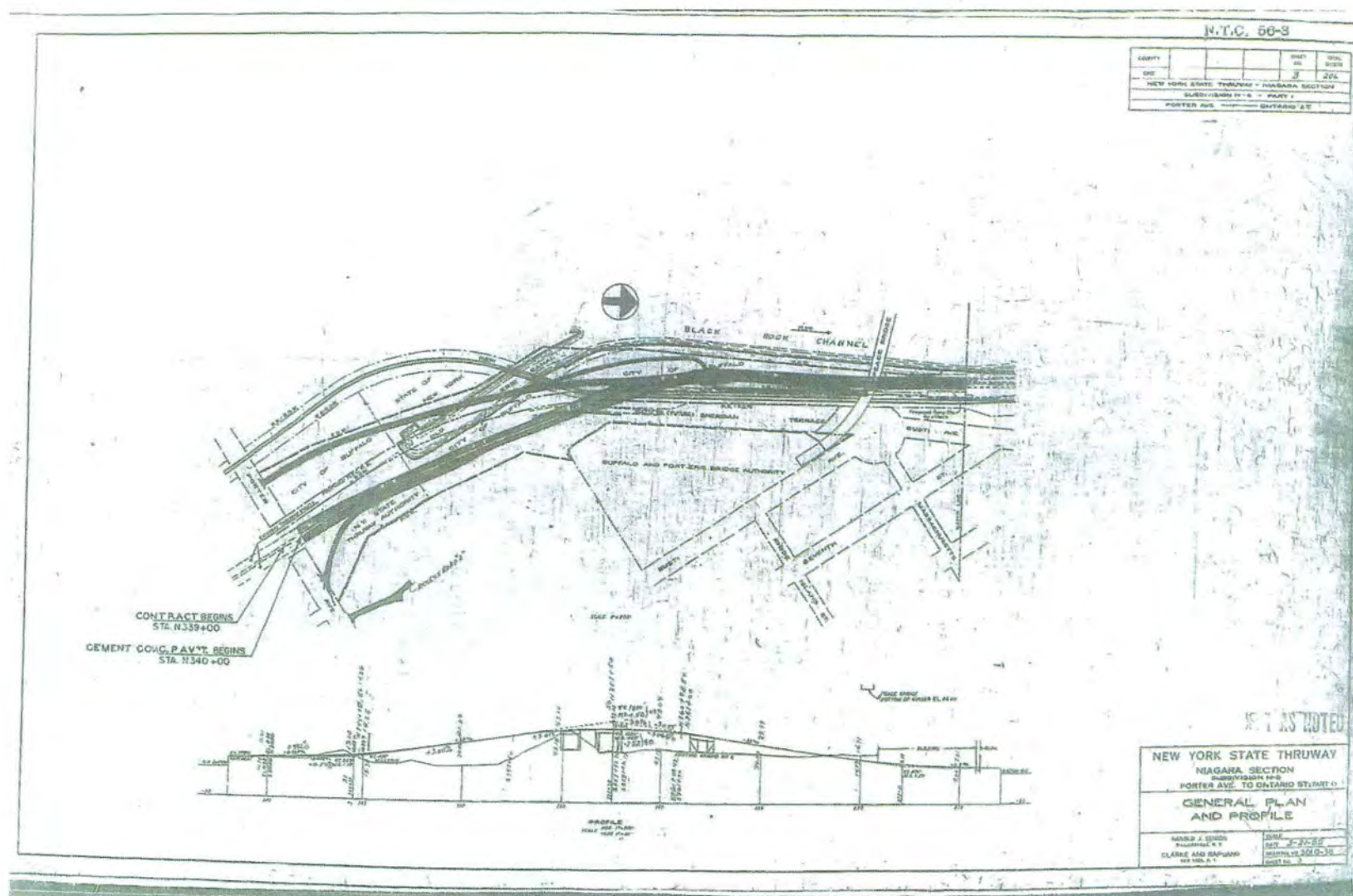
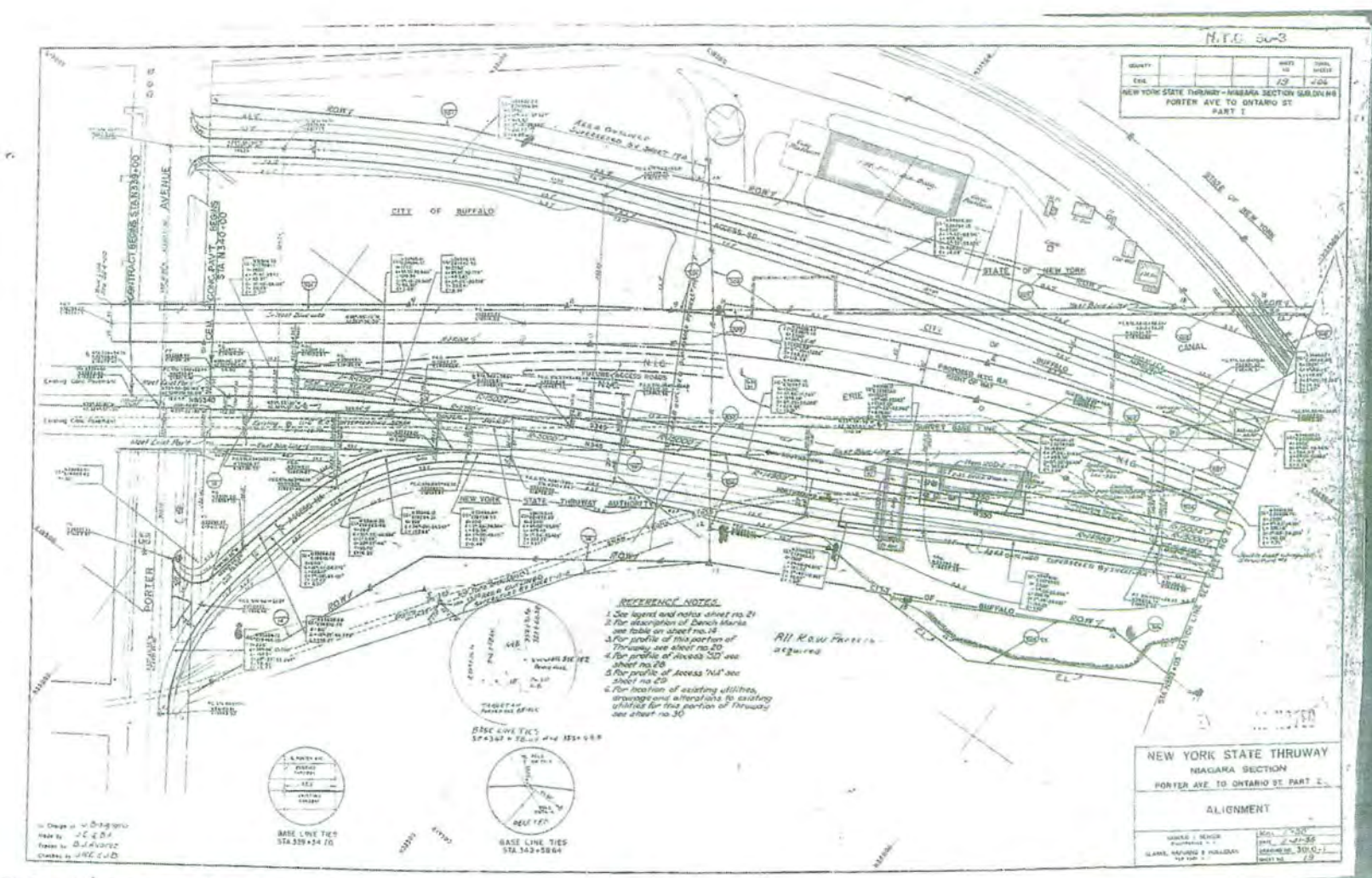
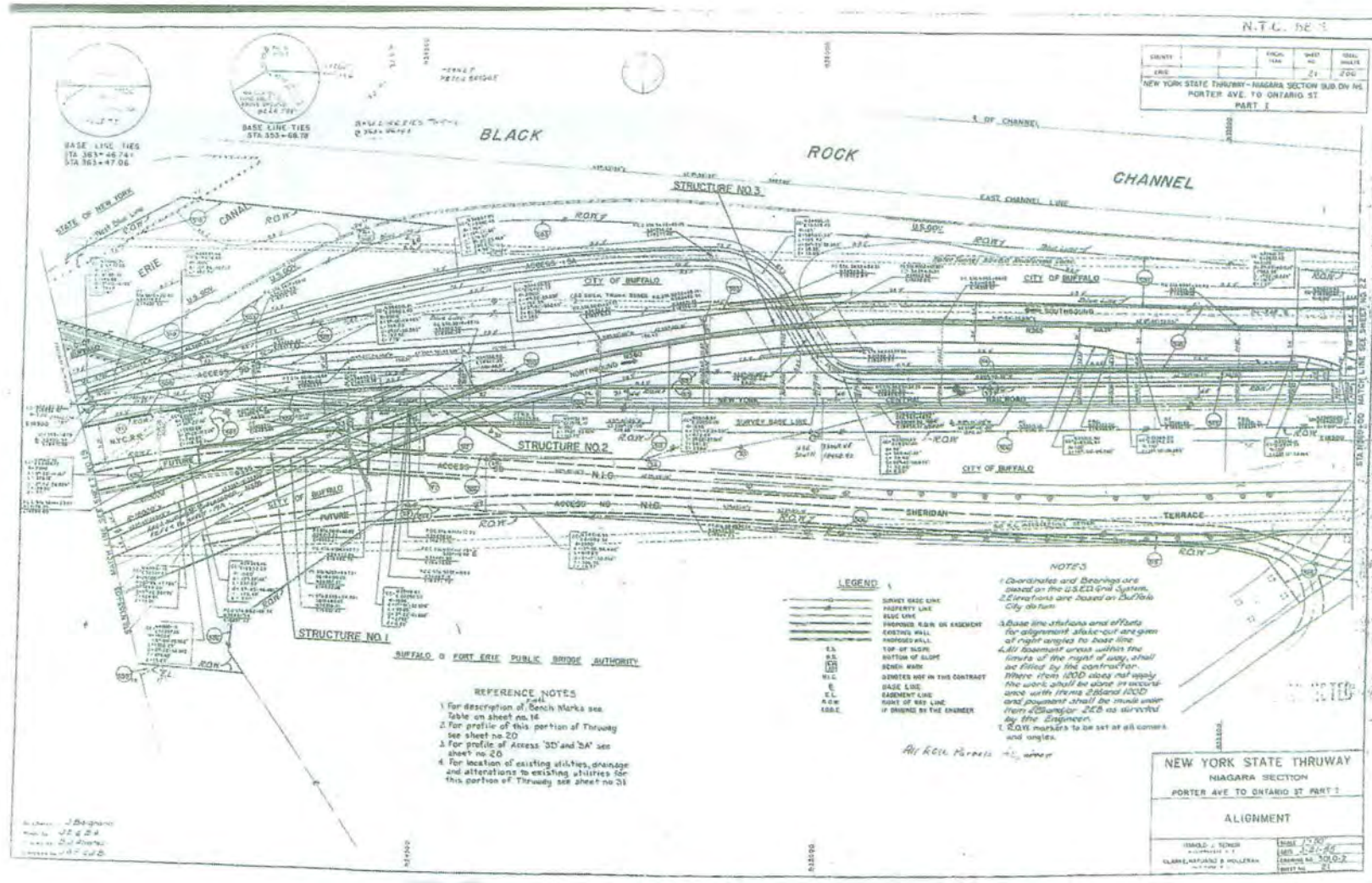


Figure 4. General Plan and Profile Sheet No. 3, New York State Thruway, Niagara Section, dated 3-21-55.



**Figure 5.** Alignment Sheet No. 19, New York State Thruway, Niagara Section, dated 3-21-55.



**Figure 6.** Alignment Sheet No. 21, New York State Thruway, Niagara Section, dated 3-21-55.

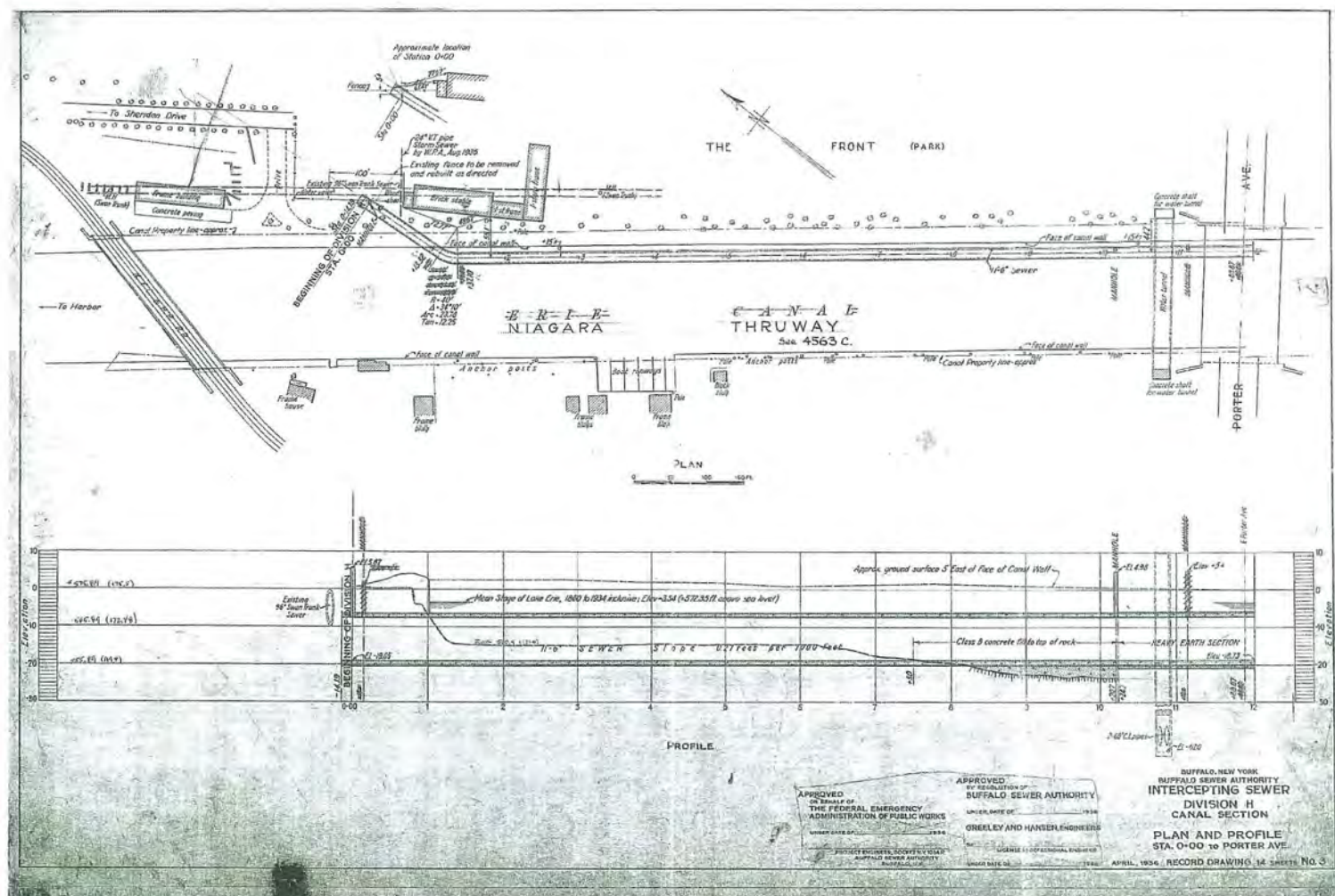


Figure 7. 1936 Erie Canal Sewer Interceptor Map showing approximately 20 feet (6.1 m) of fill near Porter Avenue between the ground surface and the bedrock exposed at the bottom of the canal.

## TESTING RECOMMENDATIONS

Given the level of prior disturbance and the impervious nature of much of the APE for direct effects, archaeological field methods are limited to construction monitoring and a small number of shovel tests. A subsurface examination of all grassy and soil-covered parts of the study area corresponding to the tow path of the Erie Canal and Black Rock Canal is proposed with a series of shovel test pits (STPs) placed at 5-7.5 m (16-25 ft) intervals. This area is depicted as a red dashed line on the project area map (Figure 1). The purpose of this testing is to determine if any deposits related to the canal towpath, such as artifact scatters, sheet middens and historic features, remain intact. Despite a low probability of finding intact deposits, this strategy is recommended due to the importance such deposits would possess in predicting what might be encountered during monitoring. In addition, the excavation of such shovel test pits will confirm the presence/absence of fill within the project area and provide information about the soils that might not otherwise be available for soil borings alone. About 36 shovel test pits are recommended to test this area, assuming a single transect with test pits at 7.5 m (25 ft) intervals. Archaeological monitoring during construction is recommended for the APE for direct effects near MDS locations where deep excavations will occur as presented in Figure 3.

## PROTOCOL AND PROCEDURES FOR CONSULTATION AND DATA RECOVERY

Consultation regarding treatment and potential data recovery may be required if the archaeological monitors encounter potentially NRE deposits within the APE. As a result of the consultation, the Data Recovery Protocol described below may be implemented in accordance with this plan.

### Consultation Protocols

1. The Principal Investigator/Archaeologist will immediately notify the EIC regarding archaeological deposits that warrant further investigation and provide a preliminary estimate of the expected down time to investigate, identify and assess the deposits.
2. The Principal Investigator/Archaeologist will notify the Project Manager or designee by telephone regarding the nature and location of potentially NRE deposits and provide an estimate of time that would be needed to document and recover significant data.
3. NYSDOT will notify SHPO and FHWA, and convey all available information about the resource and proposed treatment. In the event that Native American cultural deposits are identified, NYSDOT or FHWA will notify the Seneca Nation of Indians and Tonawanda Seneca Nation.
4. Data recovery work will only be implemented with authorization by NYSDOT in consultation with SHPO, FHWA, and tribal nations.
5. If data recovery is authorized, the Principal Investigator will submit a preliminary scope of work and budget for the data recovery to the Project Manager. The Project Manager or designee will assess the impact of a temporary suspension of construction activities and decide how best to proceed to facilitate the project. If data recovery will not begin immediately, the EIC will coordinate with the contractor to secure the site.

### **Data Recovery Protocol**

Data recovery may consist of archaeological recording of information observed in construction excavations. The Data Recovery would be triggered if intact portions of recognizable structures, landscapes or archaeological sites are present within the APE for direct effects and will be impacted by planned construction activity. The unanticipated discovery of archaeological sites and features during monitoring will require an assessment of the integrity and extent of the associated site or feature.

In general, data recovery of sites and features will be limited to the excavation work limits. Data Recovery consists of the documentation of sites and features via profiles, drawings and photos during excavation. Several days may be necessary to document archaeological features and sites within the APE for direct effects. Depending on the number and location of construction excavations, and in coordination with the EIC, data recovery activities may potentially be conducted concurrently in more than one location, or as archaeological monitoring of construction is occurring in other parts of the project area.

Trenches up to 1.5 m (5 ft) deep are accessible to archaeologists for direct inspection and recording. If excavations have to exceed the 1.5 m (5ft) depth, then the sidewalls of the trench must either be sloped or shored to protect workers in the trench. The shoring methods will be determined based on need and depth of construction impacts and determined by the contractor. If archaeological data recovery is necessary at depths below 1.5 m (5 ft), the recordation of the uppermost 1.5 m (5 ft) of deposits is necessary before any shoring is installed to the depth of the installation. Shoring placed alongside trenches must be placed to minimize the disturbance of the archaeological deposits at the base of the trench.

Another way of conducting archaeology at depths below 1.5 m (5 ft) consists of the initial trench excavation to 1.5 m (5 ft), archaeological inspection and recording of the exposed soil profile, and then the placement of a trench box (shield) to the 1.5 m (5 ft) depth if the depth of impact changes in order to continue archaeological excavation by hand below this depth.

## **CONTRACTOR ASSISTANCE AND CONSIDERATIONS**

### **Archaeological Monitoring and Contractor Special Notes**

1. Archaeologists may ask the EIC to halt the monitoring process at any time if archaeologically sensitive materials are encountered.
2. Archaeologists may require the equipment operator to slow excavations in select areas to evaluate soils for the presence of potentially sensitive archaeological features. Archaeologists will need to enter the excavations to record and inspect soils and deposits. Most recording may be done at the completion of excavation in an area but archaeologists may need to enter the excavation at other times to record data or inspect materials or soil deposits. These short term interruptions may take from 15 to 30 minutes or less.
3. If shoring of the excavations is necessary, archaeologist may require a temporary halt to monitoring at a 1.5m (5 ft) to document and record the excavations prior to any damages that may occur during shoring.
4. The contractor may need to keep the excavations dry from ground water via pumping.
5. The discovery of significant archaeological remains may require monitoring of construction to stop for longer periods of time for data recovery. The time frame for data recovery will depend on the nature of the remains and the required level of documentation.
6. In general the contractor should expect delays due to the discovery and documentation of archaeological features and/or deposits during monitoring.

### **Contractor Responsibilities**

1. The contractor is required to maintain a safe work area for the archaeologists in compliance with Occupational Safety and Health Administration (OSHA) standards.
2. If excavations need to proceed beyond 1.5 m (5ft) than either a 2:1 slope for construction excavations to maintain a safe slope gradient or shoring as per OSHA standards for excavations is needed. The contractor will provide the box or shoring and pumps to prevent the excavations from flooding.
3. The discovery of significant, NRE archaeological remains may initiate data recovery excavations. If data recovery is required it may be necessary to leave excavations open overnight or for longer periods of time. It is the contractor's responsibility to secure the excavations during this period and provide adequate covering.
4. The contractor will provide heavy machinery, an operator, and other equipment necessary for monitoring and data recovery.
5. NYSDOT will provide a construction plan and schedule to the Principal Investigator/Archaeologist that accommodates the requirements of the Archaeological Monitoring Plan and contains sufficient detail on operation, materials, equipment, and excavation support systems to allow archaeologists to plan for the implementation of the Archaeological Monitoring Plan.
6. Archaeologists should be notified at least one-week in advance of the start of construction to prepare for implementation of the Archaeological Monitoring Plan based on scheduled construction activities

### **Archaeologist Responsibilities**

1. Archaeologists will comply with the health and safety plan for the project and will be required to wear appropriate safety apparel and personal protective equipment required by this plan.
2. Archaeologists will only enter excavations deemed safe by the contractor and/or the EIC.
3. Archaeologists will conduct monitoring and data recovery in a time-efficient manner so that undue delays are not incurred.
4. Archaeologists will conduct all field operations in a professional manner in accordance with professional standards of the New York Archaeological Council (NYAC) and the New York Office of Parks, Recreation and Historic Preservation and in compliance with the *New York State Education Department's Cultural Resource Survey Program Work Scope Specifications for Cultural Resource Investigations on NYSDOT projects* (March 2004).

### **OTHER DATA RECOVERY PROTOCOLS**

In the event that data recovery is necessary there are other specific protocols that will be followed for the recovery of artifacts, curation of collections, analysis of cultural material, identification of human remains, public outreach, and generation of the final report.

### **Laboratory Processing**

All artifacts will be washed, inventoried, and cataloged. Fragile material will be dry brushed. Cataloging will be dependent on the types of materials. The prehistoric artifacts will be assigned to one of the seven material classes: chipped stone, ground stone, pottery, shell, bone, and other (e.g. grayish-black chert Otter Creek projectile point). Approximate periods of use and/or information concerning cultural tradition will be recorded when appropriate. Historic artifacts will be cataloged according to a system based on South's classification (South 1976). Each artifact will be first classified as domestic (faunal, ceramic, bottle glass, table glass etc.), heating or lighting (coal, lamp chimney glass, etc.), personal (kaolin pipes, buttons, toys, etc.) or architectural (brick, mortar, concrete, flat or window glass, and nails). These general categories will be divided to specific groups, based on manufacturing techniques, (redware, creamware, pearlware, whiteware, hand blown bottles, molded bottles, wrought, cut or wire nails, hand- made or machine made bricks etc.). Finally the artifacts will be subdivided by pattern, form and function (edge decorated Pearlware plate, transfer printed whiteware cup, plain whiteware bowl, molded ironstone platter, olive hand blown bottle, aqua molded bottle, clear screw top bottle, etc.). Where possible time ranges or manufacturing dates will be assigned to these artifacts.

### **Curation of Collections**

Assuming that all archaeological investigations and recovery of significant data will occur on State lands, all artifacts, field notes, maps and other documentation will be considered for accession by the New York State Museum (NYSM), in accordance with NYSM Accessions Policy and Standards.

## **REPORT SCHEDULE**

An end of field letter will be submitted to the NYSDOT within five days of the completion of fieldwork. A sufficient number of copies will be provided for NYSDOT to forward to the NYSHPO, FHWA, and Tribal Nations in the event that a Native American site is identified. A draft report prepared in accordance with NYAC and NYSED Work Scope Standards will be submitted to NYSDOT for approval within one year of the completion of fieldwork. This report will include sections on the history, plans and contracts for any historic structural remains identified, field and laboratory methods, excavation results, artifact analysis, and interpretation. After NYSDOT has approved the report, a copy will be submitted to SHPO for comment. After both NYSDOT and NYSHPO have approved the draft, the report will be finalized and copies will be made available for distribution to local and state repositories to be determined in consultation with SHPO and FHWA.

## **PUBLIC OUTREACH**

Project conditions will involve an active construction site and proximity to highways, precluding the feasibility of allowing the public to observe archaeological investigations in progress. Based on the nature of discoveries and public interest, NYSDOT will consider appropriate methods and venues for the dissemination of information to the public regarding the status and results of archaeological monitoring, which may include posting information on the Project web site, interpretive talks by archaeologists, development and distribution of educational materials, interpretive signs, displays, or videos.

Once the quality of results is known, public presentations for local, regional and state associations may be given. Once the completed report has been reviewed by NYSDOT and NYSHPO, it may be published in a copy-edited perfect-bound volume with half tone photographs for distribution to the New York state archaeological community and other interested parties. Detailed appendices may be excluded from this publication. Sponsorship on the excavations and the publication of this volume by FHWA and NYSDOT will be acknowledged on the cover.

#### **PROCEDURES IN THE EVENT OF AN INADVERTENT DISCOVERY OF HUMAN REMAINS DURING CONSTRUCTION**

In the event that human remains are encountered during construction excavations, the following guidelines will be followed:

1. If a burial or human remains are encountered during construction, the Principal Investigator will notify the Engineer-in-Charge and the State Archaeologist at the NYSM (Christina Rieth) or her designate. Construction activities will halt immediately in the location and be rescheduled to avoid disturbing the area. The remains will be left in place and protected from further damage until treatment and disposition is determined.
2. The State Archaeologist will notify the Project Manager or designee.
3. The county coroner/medical examiner, local law enforcement, the FHWA, SHPO, SNI THPO, Tonawanda Band of Seneca, DOT and other appropriate agencies will be notified by NYSDOT. The coroner and local law enforcement will make the official ruling on the nature of the remains, being either forensic or archaeological.
4. If the remains are determined to be archaeological the State Archaeologist will arrange for analysis by a bio-archaeologist to identify the remains. If the remains are determined to be Native American, NYSDOT will contact the appropriate tribal NAGRPA representatives to participate in consultation regarding potential avoidance, removal or reburial of remains.
5. If the remains are determined not to be Native American, avoidance is still the preferred option. If these remains cannot be avoided, municipal officials will be notified to participate in discussions regarding removal and reburial of the remains.
6. The results of this work will be summarized in the final report.

## REFERENCES CITED

- Brown, James P.  
1894 *Atlas of the City of Buffalo, Erie County, New York*. American Atlas Company, New York.
- Buffalo and Erie County Historical Society  
n. d. Photograph Collection, Buffalo, New York.
- Buffalo and Fort Erie Public Bridge Authority  
2002 *Gateways: The Peace Bridge Celebrates its 75<sup>th</sup> anniversary*. Buffalo and Fort Erie Public Bridge Authority, Buffalo, New York.  
n. d. Photographs and History Files.
- Buffalo Sewer Authority  
1936 *Erie Canal Sewer Interceptor Map*.
- Hopkins, G.M.  
1872 *Atlas of the City of Buffalo*. Buffalo, New York.
- Lovejoy, Henry  
1836 *Map of the Village of Black Rock, Erie County*. Black Rock Land & Rail Road Company. Ms. on file, Buffalo and Erie County Historical Society.
- Montague, Nathan and Douglas J. Perrrelli  
2013 Update of Previously Inventoried Historic Properties, Archaeological Sensitivity, and Proposal for Archaeological Monitoring for PIN 5760.80.101, NY Gateway Connections Improvement Project to the US Peace Bridge Plaza, City of Buffalo, Erie County, New York. *Reports of the Archaeological Survey, Volume 45, Number 13*, SUNY Buffalo.
- NYSDOT Geotechnical Engineering Bureau  
2013 Geotechnical Data Report for PIN 5760.80, NY Gateway Connections Improvement Project to the US Peace Bridge Plaza, August 16, 2013.
- Pierce, Carolyn  
1996 *Stage 1A Cultural Resource Investigation for the Peace Bridge Plaza and Connecting Roadway System Design Phases I-IV, PIN 5753.58 City of Buffalo, Erie County, New York*. Pratt & Huth, Williamsville, New York.
- Sanborn Map Company  
1925 *Fire Insurance Map of Buffalo, New York*. Sanborn Map Company, Pelham, New York.  
1951 *Fire Insurance Map of Buffalo, New York*. Sanborn Map Company, Pelham, New York.
- Shmookler, Leonid I., Daniel M. Cadzow, and Natasha B. Snyder  
2007 *Appendix E: Phase 1A Cultural Resource Investigation, Peace Bridge Expansion Project*. Ecology and Environment, Lancaster, New York.
- Spear, A.W.  
1977 *The Peace Bridge: 1927-1977 and Reflections of the Past*. Buffalo and Fort Erie Public Bridge Authority, Peace Bridge Plaza, Buffalo, New York.
- Stone & Stewart  
1866 *New Topographical Atlas of Erie County, N.Y.* Stone & Stewart, Philadelphia.
- United States Geological Survey  
1965 *Buffalo, N.Y.-Ont.* USGS 7.5 Minute Series Quadrangle.

## INTERVIEWS

### NYSDOT

NYSDOT Office of Environment, provided information about the project, scope of work for cultural resources, and area of potential effects (APE) for the project.

DRAFT

**NY Gateway Connections Improvement Project to the US Peace Bridge Plaza**

**Section 106 Finding Documentation**

**Attachment F: Porter Avenue Bridge Evaluation (Bridge Abutments 2013)**



STATE OF NEW YORK  
DEPARTMENT OF TRANSPORTATION  
ALBANY, N.Y. 12232  
WWW.DOT.NY.GOV

JOAN McDONALD  
COMMISSIONER

ANDREW M. CUOMO  
GOVERNOR

August 27, 2013

Mr. John A. Bonafide  
Director, Technical Preservation Services Bureau  
Division for Historic Preservation  
New York State Office of Parks, Recreation and Historic Preservation  
Peebles Island State Park  
P.O. 189  
Waterford, NY 12188-0189

RE: NEW YORK GATEWAY CONNECTIONS IMPROVEMENT PROJECT TO THE US PEACE BRIDGE PLAZA  
PIN 5760.80 / 13PR02859  
CITY OF BUFFALO, ERIE COUNTY, NEW YORK  
SECTION 106 REVIEW PROCESS – BIN 5512560 (PORTER AVENUE BRIDGE OVER I-190 & CSX)

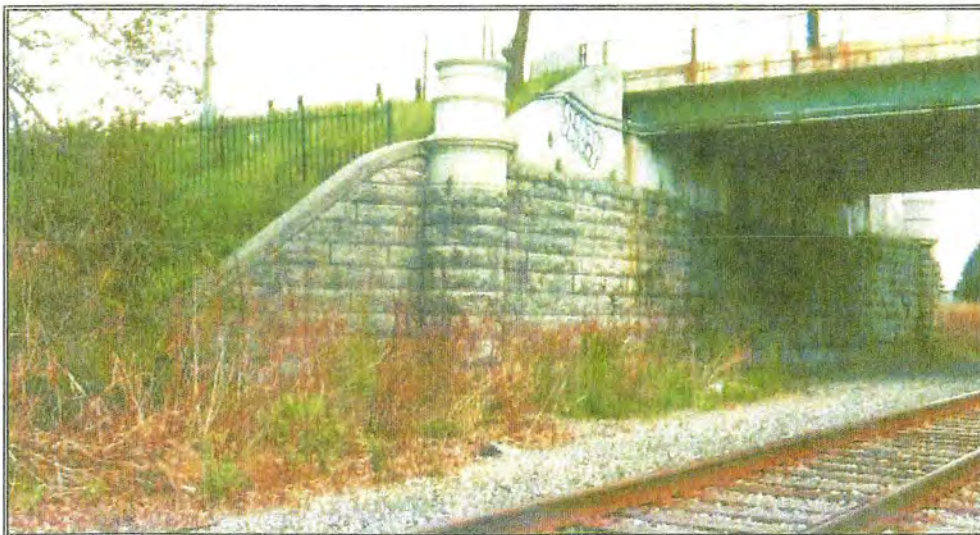
Dear Mr. Bonafide:

On July 5, 2013, the New York State Department of Transportation (NYSDOT), in coordination with the Federal Highway Administration (FHWA) submitted the following report for the *New York Gateway Connections Improvement Project to the US Peace Bridge Plaza (Project)*, for review by the New York State Historic Preservation Office (SHPO) in accordance with Section 106 of the National Historic Preservation Act of 1966, as amended, and its implementing regulation, 36 CFR Part 800.

- *Update of Previously Identified Historic Properties, Archaeological Sensitivity, and Proposal for Archaeological Monitoring.* PIN 5760.80.101, NY Gateway Connections Improvement Project to the US Peace Bridge Plaza, City of Buffalo, Erie County, New York. Nathan Montague, M.A., and Douglas J. Perrelli, Ph.D., RPA. Reports of the Archaeological Survey, Vol. 45, No. 13, Department of Anthropology, State University of NY at Buffalo, July 2013. Prepared for: NYS Museum, NYSDOT, FHWA.

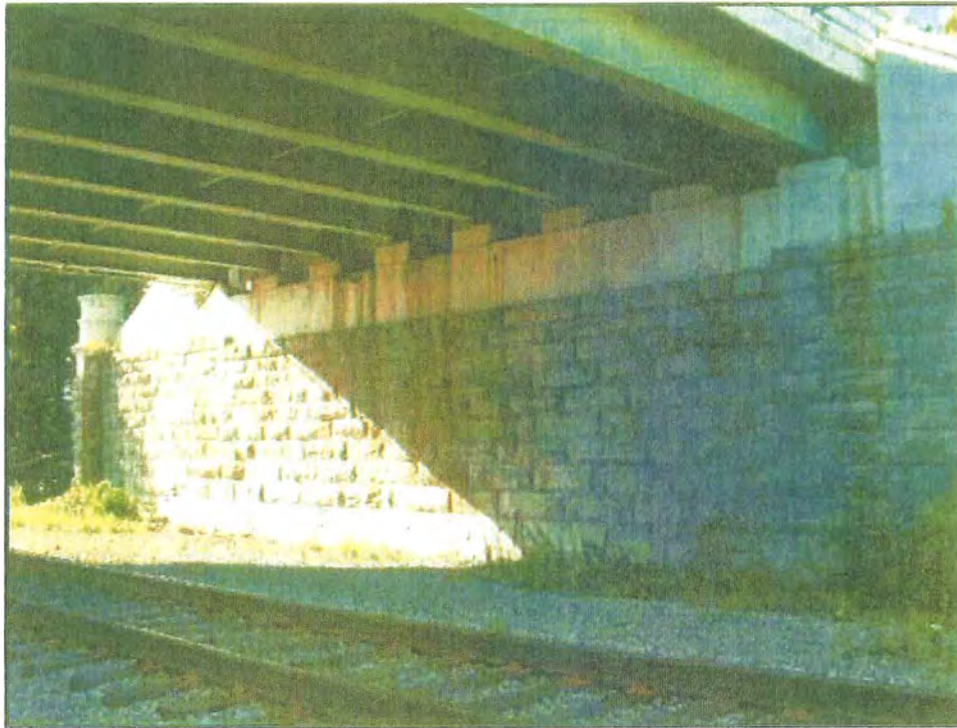
By letter dated July 18, 2013, the New York State Historic Preservation Office (SHPO) concurred with the findings and recommendations provided in this report. Built in 1958, the bridge carrying Porter Avenue over I-190 (BIN 5512560) was previously evaluated for National Register eligibility (NRE) in 2011, and determined not eligible for the National Register based on the bridge type and design of the superstructure (Montague and Perrelli 2013: 48).

At that time, the masonry abutments were identified as potentially eligible archaeological resources under National Register criterion A, due to their association with the Erie Canal. In consultation with the SHPO, NYSDOT and FHWA have recently determined the abutments are not considered to be archaeological resources, but have conducted further research and analysis to evaluate the potential for the abutments to meet the criteria for National Register eligibility as historic structures.



Looking northwest at the west abutment of the Porter Avenue bridge.





Concrete pad at base of west abutment.



View looking northeast from the west end of BIN 5512560, Porter Avenue over I-190 and CSX.

BIN 5512560 crosses I-190 and the CSX rail line in the former location of a single span, steel arch bridge built in 1897. A state law passed in 1895 authorized the construction of a new bridge over the Erie Canal at Porter Avenue, along with the necessary abutments and approaches (New York State 1895: 394-395).<sup>1</sup> As shown on 1936 and 1956 plans, the 1897 bridge abutments were located just outside the east and west canal blue lines (property lines).

From the Annual report of the State Engineer and Surveyor, February 7, 1898 (pages 267-268):

The money used in building this bridge was furnished, in part, by the State and in part by the city of Buffalo. Porter Avenue, where it crosses the Erie Canal, is a part of the Park system of Buffalo, and a bridge larger and more artistic than would otherwise have been built was deemed necessary.

The bridge as built is a riveted steel arch of 186 feet span between pin centers and a 15-foot rise of arch. It has one roadway 50 feet wide and two sidewalks each 25 feet wide. The roadway is paved with asphalt and the sidewalk with concrete topped with crushed granite laid in 5-foot squares, both pavement and sidewalks being guaranteed for five years. Cast-iron ornamental work is applied to the two outside girders, the design consisting of pilasters with intervening panels, capitals surmounting the pilasters and a projecting cornice at the level of the sidewalk. A cast-iron balustrade with panels supporting ornamental posts carrying a pipe railing, extends along each side of the bridge and terminates in the masonry buttresses at each end. These buttresses support the electric light posts, each of the four posts carrying three clusters of three 50-candle power incandescent electric lights each. A large globe of opalescent glass set in a wrought iron basket encloses each cluster of lights.

The abutments of the bridge are founded on piles and are built of concrete faced with rock pointed limestone. The wings curved and coped with bush hammered limestone. The ends of the wings are topped by bush hammered limestone balls, four feet in diameter. A circular buttress of bush hammered limestone is on each end of the abutments. The bridge, as completed, presents a fine appearance, and, up to date, there has been no sign of settlement.



Contract No. 1 – Completed Work, Vicinity of Porter Avenue, August 7, 1897.

<sup>1</sup> This location is associated with the alignment of the original Erie Canal, completed in 1825, and the enlarged Erie Canal, built between 1836 and 1862, documented on historic maps dating to 1829, 1836, 1866, 1872, 1894, and 1925 (Montague and Perrelli 2013: 20-25).



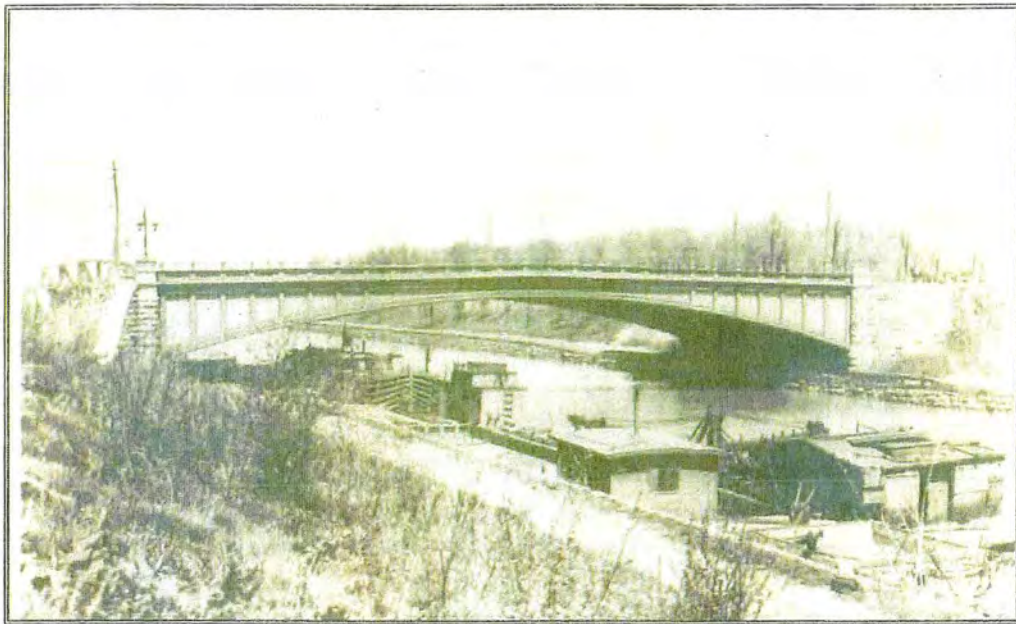
South Side of Porter Avenue Bridge, Buffalo, N.Y. Length of span, 186 feet; width of roadway, 50 feet; width of walks, 25 feet; clear height at center above water surface, 26-1/2 feet.

With the completion of the Barge Canal in 1918, the original alignment of the Erie Canal was abandoned. The section of the Erie Canal beneath Porter Avenue was filled in some time before the construction of I-190 (As-Built plan sheet, 1956).

No record has been found to document when the 1897 steel arch was removed. Since the 1957 contract documents do not specify removal of the superstructure, it appears the steel arch was no longer extant at that time. The 1956 as-built plans indicate that Porter Avenue provided a detour for a grade crossing which was eliminated with the construction of the existing bridge and relocation of the rail line at this location.

*Substructure Notes* on the 1956 plans indicate that Porter Avenue abutments were "to be built up from existing masonry abutments which are founded on timber piles" (NTC 57-11, 1956). The contract documents do not specify retaining the existing stone blocks in place or re-setting existing stone. Current NYSDOT records indicate the existing bridge was built on continuous spread footings on earth, with no piles. Photographs of existing conditions show the existing masonry abutments set on a concrete pad, consistent with the Department's structures inventory information.

Based on available records and the professional assessment of NYSDOT engineers, the existing abutments were constructed on the location of the 1897 abutments, incorporating part of the original base. The existing abutments are estimated to contain approximately 40 percent of the original stone from the earlier bridge. Though not recorded in available documents, it appears the original backwall and structure down to the bridge seat were removed at some point, possibly when the steel arch superstructure was removed. The existing abutments are concrete structures with a stone fascia composed of the original rough-faced ashlar blocks.



View from the south of Porter Avenue over the Erie Canal, ca. 1915.



View from the north of Porter Avenue over I-190, April 2013.



Aerial view, Porter Avenue bridge from the south, 2013.



View of the I-190 corridor, looking north from the Porter Avenue bridge.

The existing bridge abutments represent a structural fragment of an earlier bridge that carried Porter Avenue over the Erie Canal. As components of an "artistic" bridge design developed within the context of the (Olmsted) Park system and canal, the original 1897 abutments were consistent with the scale, proportion, and massing of the late 19<sup>th</sup> century steel arch bridge. The abutment materials and aesthetic treatments complimented the decorative elements on the original superstructure. However, the original design intent was lost with the removal of the steel arch and modifications to the abutments in the mid-20<sup>th</sup> century.

The BIN 5512560 abutments represent a period in the 1950's when the landscape surrounding the abandoned canal was undergoing transformation to accommodate 20<sup>th</sup> century transportation facilities. New construction for the NYS Thruway (I-190) and relocation of the NY Central Railroad resulted in modifications to the natural as well as the built environment, including a loss of physical features associated with the 19<sup>th</sup> century canal. Within the context of the modern Interstate highway corridor, the existing Porter Avenue bridge abutments no longer retain historic integrity of design, setting, feeling, and association, and do not convey the historic character of the former 19<sup>th</sup> century canal crossing.

In summary, NYSDOT finds the existing Porter Avenue bridge abutments are not eligible for the National Register, and concludes that BIN 5512560 is not considered a 'historic property' under Section 106, nor a Section 4(f) 'historic site' as defined in 23 CFR Part 774.17. In the event of a proposal to replace BIN 5512560, NYSDOT would consider salvaging the abutments' remaining stone and architectural elements for reuse on a new bridge, for the purpose of incorporating these materials as aesthetic elements of a context-sensitive design reflecting the history of the location and setting.

We respectfully request the written concurrence of the SHPO with the updated finding for the Porter Avenue bridge as 'not eligible' for the National Register of Historic Places. To maintain the project schedule, we would appreciate your response, in writing, by August 30, 2013.

Please forward any questions or comments to my attention at [Dan.Hitt@dot.ny.gov](mailto:Dan.Hitt@dot.ny.gov).

Sincerely,



DANIEL P. HITT, RLA  
(Acting) Co-Director, Office of Environment

Attachments: List of Sources  
Porter Avenue Elevation and Abutments (As-Built Plans and Elevations 1956)  
Intercepting Sewer Plan and Profile, Record Drawing 14, Sheet No. 3

cc: Brian Yates, OPRHP / SHPO  
Carol Legard, ACHP  
Hans Anker, FHWA  
Robert Davies, FHWA  
Daniel Streett, NYSDOT  
Kimberly Lorenz, NYSDOT Region 5  
Thomas Donohue, Parsons  
James Griffis, Ecology and Environment, Inc.

## LIST OF SOURCES

### Buffalo and Erie County Historical Society

Photograph Collection, Buffalo, New York.

### Buffalo Sewer Authority

1936 Intercepting Sewer Division H, Canal Section, Plan and Profile. Sta. 0+00 to Porter Avenue.  
Record Drawing 14, Sheet No. 3.

### New York State

1895 Laws of the State of New York, Volume 1. Albany.

### Sanborn Map Company

1925 Fire Insurance Map of Buffalo, New York. Sanborn Map Company, Pelham, New York.  
1951 Fire Insurance Map of Buffalo, New York. Sanborn Map Company, Pelham, New York.

### State of New York in Assembly

1898 Annual Report of the State Engineer and Surveyor. No. 67. Albany, February 7, 1898.

### State of New York, Department of Public Works, Division of Construction

1956 For Constructing the Elimination of the Grade Crossing of the NY Central RR & Porter  
Avenue: City of Buffalo, Niagara Section: Subdivision N-5, Erie County. NTC 57-11, As-Built  
and As-Design SHS.



## New York State Office of Parks, Recreation and Historic Preservation

Historic Preservation Field Services Bureau  
Peebles Island, PO Box 189, Waterford, New York 12188-0189  
518-237-8643  
www.nysparks.com

Andrew M. Cuomo  
Governor

Rose Harvey  
Commissioner

August 29, 2013

Mr. Daniel P. Hitt, RLA  
Co-Director, Office of Environment  
State of New York Department of Transportation  
50 Wolf Road  
Albany, New York 12232

Re: FHWA, DOT · PIN 5760.80

*Determination of Eligibility: Porter Avenue Bridge Abutments*

*New York Gateway Connections Improvement Project to the U.S. Peace Bridge Plaza- PIN  
5760.80/ 13PR02859, City of Buffalo, Erie County, New York: Section 106 Review Process – BIN  
5512560*

*(Porter Avenue Bridge Over I-190 & CSX)*

Dear Mr. Hitt:

Thank you for requesting the comments of the State Historic Preservation Office (SHPO). We have reviewed the submitted letter for the Determination of Eligibility for the Porter Avenue Bridge Abutments received by our office August 27, 2013. We have reviewed the project in accordance with Section 106 of the National Historic Preservation Act of 1966, *as amended*, and its implementing regulations 36 C.F.R. Part 800 – *Protection of Historic Properties*.

The masonry abutments were previously identified as potentially eligible archaeological resources under National Register Criterion A due to their association with the Erie Canal. However, through consultation with our office (SHPO) and the Federal Highway Administration (FHWA), it was determined that the abutments are not considered to be archaeological resources. However, it was determined that further research was necessary to evaluate the potential for these resources to meet the criteria for National Register eligibility as historic structures.

Additional information was obtained regarding the structural history of the masonry abutments. Based upon the information provided, it is clear that the abutments have undergone significant modification since their original construction. The BIN 5512560 abutments represent a period in the 1950s when landscape surrounding the abandoned canal was undergoing transformation to accommodate 20<sup>th</sup> century transportation facilities. New construction for the NYS Thruway and relocation of the NY Central Railroad resulted in modifications to the built environment. This includes a loss of physical features associated with the 19<sup>th</sup> century canal. As such, it is determined that the bridge abutments no longer retain historic integrity of design, setting, feeling, and association, and do not convey the historic character of the former 19<sup>th</sup> century canal crossing.

Mr. Daniel P. Hitt, RLA

August 29, 2013

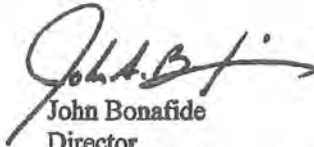
13PR02859

Page 2

Based upon the provided information, our office concurs with the updated determination of eligibility for the Porter Avenue Bridge as not eligible for the listing in National Register of Historic Places. Further, the abutments are not considered a Section 4(f) 'historic site' as defined in 23 CFR Part 774.17.

Should you have any questions, please feel free to contact me at (518) 237-8643.

Sincerely,

A handwritten signature in black ink, appearing to read "John Bonafide", with a stylized flourish extending to the right.

John Bonafide

Director

Bureau for Technical Preservation Services

cc: Carol Legard, ACHP (*email only*)  
Hans Anker, FHWA (*email only*)  
Robert Davies, FHWA (*email only*)  
Mary Santangelo, NYSDOT (*email only*)  
Daniel Streett, NYSDOT (*email only*)  
Kimberly Lorenz, NYSDOT Region 5 (*email only*)



STATE OF NEW YORK  
DEPARTMENT OF TRANSPORTATION  
ALBANY, N.Y. 12232

WWW.DOT.NY.GOV

JOAN McDONALD  
COMMISSIONER

ANDREW M. CUOMO  
GOVERNOR

September 3, 2013

Hans Anker, P.E.  
Senior Area Engineer  
Federal Highway Administration  
Leo W. O'Brien Federal Building  
11A Clinton Avenue, Suite 719  
Albany, New York 12207

**RE: NEW YORK GATEWAY CONNECTIONS IMPROVEMENT PROJECT TO THE US PEACE BRIDGE PLAZA  
PIN 5760.80 / 13PR02859  
CITY OF BUFFALO, ERIE COUNTY, NEW YORK  
SECTION 106: DETERMINATION OF ELIGIBILITY – PORTER AVENUE BRIDGE ABUTMENTS**

Dear Mr. Anker:

On August 27, 2013, the New York State Department of Transportation submitted an updated evaluation of National Register eligibility for the bridge carrying Porter Avenue over I-190 and CSX (BIN 5512560), to the New York State Historic Preservation Office (SHPO) and the Federal Highway Administration (FHWA). While the bridge was previously determined not eligible for the National Register, it was determined that further research was necessary to evaluate the potential for the masonry abutments to meet the criteria for National Register eligibility as historic structures.

Additional information on the structural history indicates the masonry abutments have undergone significant modification since their original construction as part of a bridge crossing the Erie Canal, ca. 1897. The abutments witnessed a period in the 1950s when the landscape surrounding the abandoned canal was undergoing transformation to accommodate 20<sup>th</sup> century transportation facilities. New construction for the NYS Thruway and relocation of the NY Central Railroad resulted in modifications to the built environment. This included a loss of physical features associated with the 19<sup>th</sup> century canal. As such, it is determined that the bridge abutments no longer retain historic integrity of design, setting, feeling, and association, and do not convey the historic character of the former 19<sup>th</sup> century canal crossing.

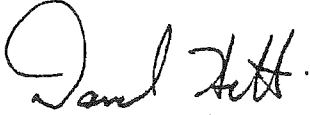
Based upon the provided information, the SHPO concurred with the updated evaluation by letter dated August 29, 2013.

We respectfully request FHWA concurrence with the updated determination of eligibility for the Porter Avenue Bridge as not eligible for listing in the National Register of Historic Places. In addition, we request FHWA concurrence that the bridge abutments are not considered a Section 4(f) 'historic site', as defined in 23 CFR Part 774.17.

Mr. Hans Anker, P.E.  
September 3, 2013  
Page 2

Please forward any questions or comments to my attention at [Dan.Hitt@dot.ny.gov](mailto:Dan.Hitt@dot.ny.gov).

Sincerely,

A handwritten signature in black ink, appearing to read "Dan Hitt". The signature is fluid and cursive, with the first name "Dan" and last name "Hitt" clearly distinguishable.

DANIEL P. HITT, RLA  
(Acting) Co-Director, Office of Environment

Enclosures: SHPO letter – August 29, 2013

cc: Robert Davies, FHWA  
John Bonafide, OPRHP / SHPO  
Brian Yates, OPRHP / SHPO  
Carol Legard, ACHP  
Daniel Streett, NYSDOT  
Kimberly Lorenz, NYSDOT Region 5  
Thomas Donohue, Parsons  
James Griffis, E&E, Inc.



U.S. Department  
of Transportation  
**Federal Highway  
Administration**

**New York Division**

September 16, 2013

Leo W. O'Brien Federal Building  
11A Clinton Avenue, Suite 719  
Albany, NY 12207  
518-431-4127  
518-431-4121  
NewYork.FHWA@dot.gov

In Reply Refer To:  
HED-NY

Mr. Daniel Hitt  
Acting Co-Director, Office of Environment  
New York State Department of Transportation  
50 Wolf Road, POD 4-1  
Albany, NY 12232

Subject: PIN 5760.80 N.Y. Gateway Connections Improvement Project to the U.S. Peace  
Bridge Plaza, City of Buffalo, Erie County, Section 106—Determination of Eligibility

Dear Mr. Hitt:

We have reviewed your September 3 letter and SHPO concurrence letter dated August 29 regarding the determination of eligibility for the Porter Avenue Bridge Abutments on the subject project. For the reasons outlined, we concur with your determination that the Porter Avenue Bridge is not eligible for listing in the National Register of Historic Places. In addition, we concur that the bridge abutments are not a Section 4(f) 'historic site' as defined in 23 CFR Part 774.17.

If you have any questions, please contact me at (518) 431-8896.

Sincerely,

Hans Anker, P.E.  
Senior Area Engineer

cc: John Bonafide, New York State Office of Parks, Recreation, and Historic Preservation  
Carol Legard, ACHP  
Daniel Street, NYSDOT  
Kimberly Lorenz, NYSDOT Region 5

**NY Gateway Connections Improvement Project to the US Peace Bridge Plaza**

**Section 106 Finding Documentation**

**Attachment G: Summary of Consulting Party Comments**

**NY GATEWAY CONNECTIONS IMPROVEMENT PROJECT TO THE US PEACE BRIDGE PLAZA**  
**SECTION 106 COMMENT PERIOD ENDING AUGUST 30, 2013**  
**SUMMARY OF COMMENTS RECEIVED**

| COMMENT | NAME / AFFILIATION   | SUMMARY OF COMMENTS   | RESPONSE  |
|---------|--|---|---|
| KM-1    | Kathleen Mecca / Niagara Gateway Columbus Park Association (NGCPA) | "The DOT's preliminary findings that the Gateway project will have no adverse impact on Front Park or the surrounding historic area is arbitrary and capricious. The community rejects this finding as premature and prejudicial." (p. 5) | The purpose of the preliminary assessment was to solicit input from Consulting Party members on Project effects. FHWA had not made a finding of effect at the time this comment was submitted, on August 28, 2013.  |
| KM-2    | Kathleen Mecca / Niagara Gateway Columbus Park Association (NGCPA) | The Project will have 'adverse historic impacts'.   | An "effect" under Section 106 means an alteration to the characteristics of a historic property qualifying it for inclusion in or eligibility for the National Register of Historic Properties. The Project will not have an Adverse Effect.  |
| KM-3    | Kathleen Mecca / Niagara Gateway Columbus Park Association (NGCPA) | The EPA, The Clean Air Coalition, the National Trust for Historic Preservation and others have offered 'other viable alternatives' which NYSDOT and FHWA have failed to consider.   | This is not supported by the Project record, and the letter does not specifically identify these 'other viable alternatives'. As a rule, if an alternative does not satisfy the purpose and need for the action, it is not included in the analysis as a reasonable alternative.  |
| KM-4    | Kathleen Mecca / Niagara Gateway Columbus Park Association (NGCPA) | The Project will turn historic Porter Avenue into "an induced traffic route" and the removal of Baird Drive "will only increase traffic congestion to the Peace Bridge not eliminate or mitigate it."                                     | The proposed Build Alternative options would not be expected to induce traffic. A traffic analysis has been conducted in accordance with NYSDOT and FHWA guidance and will be documented in the EIS. While the Build Alternative would remove Baird Drive from Front Park, it also proposes the addition of a new entrance ramp (Ramp D), providing direct access from the Plaza to northbound I-190, and a new ramp (Ramp PN) from Porter Avenue to the existing I-190 northbound exit ramp (Ramp N) to the Plaza. The combination of these new ramps would allow the removal of Baird Drive. Further details on the project's potential traffic impacts, including potential impacts to local streets such as Porter Avenue, will be provided in the EIS. |
| KM-5    | Kathleen Mecca / Niagara Gateway Columbus Park Association (NGCPA) | NYSDOT and FHWA have failed to demonstrate how the Project will be funded before beginning the Scoping and Section 106 process. (p. 3)  | Consideration of funding is not part of the Section 106 consultation process. The Project is fully funded.  |

| COMMENT | NAME / AFFILIATION   | SUMMARY OF COMMENTS  | RESPONSE  |
|---------|--|--|---|
| KM-6    | Kathleen Mecca / Niagara Gateway Columbus Park Association (NGCPA) | "The community believes that the DOT has not released or disclosed all of the engineering plans that involve the section of the Thruway adjacent to Front Park leading to the Peace Bridge." (p. 3)  | Concepts initially identified during Scoping have been more fully developed and designed in the Preliminary Engineering phase. Preliminary plans, as well as an analysis and assessment of the social, economic and environmental impacts will be documented in the Draft EIS and made public.  |
| KM-7    | Kathleen Mecca / Niagara Gateway Columbus Park Association (NGCPA) | Archeological Findings - "The community rejects the findings of Douglas Perrelli." (p. 4)  | <p>To clarify roles and responsibilities in the Section 106 process, FHWA in coordination with NYSDOT, is responsible for all Section 106 findings of eligibility and effect.</p> <p>No archaeological findings have been made for this Project to date.</p> <p>The University at Buffalo through the NYSED/ NYS Museum, is under contract to NYSDOT. As the Principal Investigator for the cultural resource study, Dr. Perrelli made recommendations to NYSDOT and FHWA regarding archaeological sensitivity and methodology for archaeological investigations. The report was reviewed and approved by NYSDOT. The SHPO and FHWA have concurred with the report's recommendations for archaeological monitoring during construction.</p> |
| KM-8    | Kathleen Mecca / Niagara Gateway Columbus Park Association (NGCPA) | The NGCPA objects to the Report (Montague and Perrelli) "...because it uses the same flawed information from the 2007 Pearce Bridge Expansion report which is no longer applicable to this project." | <p>The historic district boundaries were established through the Section 106 process for the Peace Bridge Expansion Project, with input from both the SHPO and Consulting Parties. The evaluation was based on the National Register Criteria for Evaluation (36 CFR 60.4(a)-(d)), objective criteria used to evaluate properties for eligibility for listing in the National Register of Historic Places, and on National Park Service/ NRHP guidance.</p> <p>The process of evaluating historic properties is not specific to a particular project or Section 106 undertaking. Therefore, the previous eligibility determination for the historic district remains valid.</p>   |
| KM-9    | Kathleen Mecca / Niagara Gateway Columbus Park Association (NGCPA) | "The community is doubtful that Mr. Perrelli can objectively evaluate the adverse impact on Prospect Hill historic district independent of the desired outcomes set forth by the DOT." (p. 4)        | <p>To clarify roles and responsibilities in the Section 106 process, FHWA in coordination with NYSDOT, is responsible for all Section 106 findings of effect.</p> <p>Comment reflects personal opinion and is not relevant to the Section 106 process.</p>  |

| COMMENT | NAME / AFFILIATION   | SUMMARY OF COMMENTS  | RESPONSE  |
|---------|--|--|---|
| KM-10   | Kathleen Mecca / Niagara Gateway Columbus Park Association (NGCPA) | "The Prospect Hill community objects to DOT using different standards and practices to evaluate historically significant findings at Delaware Park vs. Front Park." (p. 4)         | <p>All archaeological investigations for NYSDOT projects comply with accepted professional standards: <i>New York State Department of Education Work Scope Specifications for Cultural Resource Investigations</i> (2004), and the <i>New York Archaeological Council (NYAC) Standards for Cultural Resource Investigations</i> (2004). The NYS standards have been reviewed by the National Park Service, and found to be consistent with the <i>Secretary of the Interior's Standards for Archaeology and Historic Preservation</i>.</p> <p>The development of a project-specific methodology by a qualified professional archaeologist is consistent with accepted standards.</p> <p>In this case, the methodology for archaeological survey in Delaware Park is not relevant. For this Project, archaeological monitoring during construction has been determined appropriate methodology due to the likely depth of archaeological deposits, presence of deep fill soils, and inaccessibility of areas beneath paved and other impervious surfaces. The SHPO and FHWA have concurred with this recommendation.</p> |
| KM-11   | Kathleen Mecca / Niagara Gateway Columbus Park Association (NGCPA) | DOT should work toward mitigating the past 75 years of "... transportation mistakes so that the vision of Frederick Law Olmsted can finally be realized." (p. 5)                   | <p>NYSDOT and FHWA acknowledge the historic importance of Front Park as part of the Olmsted-designed park system in the City of Buffalo, and efforts have been made to avoid or minimize negative effects on the National Register listed resource. As summarized in the Section 106 Finding Documentation, the Project will have a positive effect on Front Park as a result of the removal of Baird Drive, elimination of through traffic, return of green space, and improved connectivity through the re-connection of pedestrian walkways in the Park with Busti Avenue. These changes provide an opportunity for the future implementation of elements of <i>The Buffalo Olmsted Park System: Plan for the 21<sup>st</sup> Century</i> by the City.</p> <p>A complete restoration of Front Park, and proposals such as the replacement of the Niagara section of the NYS Thruway with an at-grade waterfront boulevard are outside the scope of this project.</p>   |
| KM-12   | Kathleen Mecca / Niagara Gateway Columbus Park Association (NGCPA) | "Restore air quality to healthy levels vs. unhealthy levels of diesel exhaust"   | Comment is outside the scope of Section 106 consultation. An air quality analysis will be included in the EIS.  |
| KM-13   | Kathleen Mecca / Niagara Gateway Columbus Park Association (NGCPA) | The NGCPA cites coordination between NYSDOT and Town of Hamburg officials and residents as an example of successful collaboration to create a pedestrian friendly community (p. 7) | <p>Comment noted.</p> <p>The Build Alternative includes the relocation of the Porter Avenue entrance to Front Park to a signalized intersection with crosswalks, and a walkway on the south side of Porter Avenue as improvements to address the community's concerns for pedestrian safety and access to the neighborhood parks (including LaSalle Park).</p>  |

| COMMENT | NAME / AFFILIATION   | SUMMARY OF COMMENTS  | RESPONSE  |
|---------|--|--|---|
| KM-14   | Kathleen Mecca / Niagara Gateway Columbus Park Association (NGCPA) | "The Preliminary Assessment Findings fails to take into account the degree of historical losses already suffered by this community." (p. 8)  | As indicated in the preliminary assessment of effects, the Project does not propose the removal of any historic buildings or structures that would contribute to the recent loss of historic properties in the neighborhood, or disrupt the intact streetscape within the Prospect Hill Historic District on Busti Avenue.  |
| LD-1    | Linda DeTine (Property Owner)                                      | "The park users 'gain' an acre of green space at the back, and suffer a gain of trucks between them and the water. That is an adverse effect."<br>"In short, this project will further destroy Olmsted's Front Park, impose further 'transportation use' harm on the area residents, and assuredly have an enormous adverse effect on the surrounding historic resources." | The construction of two new ramps, Ramp D and Ramp PN, will allow the removal of Baird Drive. The removal of Baird Drive will eliminate through traffic from the Park and the removal of the traffic signal at the intersection of Baird Drive and Ramp A will result in less idling traffic. The Project would reduce traffic entering the Plaza by way of local streets, a positive effect on nearby historic resources.  |
| LD-2    | Linda DeTine (Property Owner)                                      | It is not possible to gauge effects on Front Park views without elevations of proposed ramps or renderings showing the effect on the view shed. The assessment that effects of the new ramps will be "similar to existing conditions and not alter the 'character' of existing views from the park are ... subjective and vague."  | The placement and design of the ramps would not interfere with the existing viewshed, and all practical efforts have been made to minimize any visual interference. Engineering details such as elevations of the ramps and an analysis of the viewshed will be presented in the EIS, along with preliminary plans and profiles.<br><br>Preliminary profile drawings of Ramp PN under the Build Alternative (Option A and Option B) show the proposed elevation of Ramp PN is largely at grade, or depressed below the existing ground surface adjacent to Front Park where it merges with modified Ramp N. |
| LD-3    | Linda DeTine (Property Owner)                                      | The Draft Finding Documentation's assessment that there will be "no impact on the recreational use of the Park because the area in question is already occupied by transportation use" ... "ignores the importance of scale and density of use in assessing effects."  | The combination of two new ramps, Ramp D and Ramp PN, would allow the removal of Baird Drive from Front Park. This would allow for expanded use of soccer fields in Front Park, and add 4.3 additional acres of contiguous park area. The elimination of through traffic and reconnection of pedestrian walkways within Front Park would also increase the safety of children, neighborhood residents, and other members of the public using the park for recreational purposes.  |
| PL-1    | Tania Werbizky / Preservation League of NYS                        | "Given its limited scope but its undeniable association with and physical connection to the overall Plaza project, the presentation of the NY Gateway Connections Improvement Project can only be viewed as an act of segmentation, thus in violation of the State Environmental Quality Review Act."  | Advancement of this project does not lead to any subsequent project. The project has independent utility and logical termini, and does not restrict consideration of alternatives for other reasonably foreseeable transportation improvements within the area. If a future project is proposed, it must undergo all applicable NEPA and SEQRA processes.   |

| COMMENT | NAME / AFFILIATION                             | SUMMARY OF COMMENTS   | RESPONSE   |
|---------|--|---|--|
| PL-2    | Tania Werbizky /<br>Preservation League of NYS | The Project adds to the cumulative negative impacts of the overall Peace Bridge Plaza project.  | The EIS will consider the potential cumulative impacts of all planned and funded projects.   |
| PL-3    | Tania Werbizky /<br>Preservation League of NYS | The FHWA's view of "profound impacts" on historic resources for the Peace Bridge Expansion project is pertinent to this review as well.   | The NY Gateway Connections Improvement Project to the US Peace Bridge Plaza is an independent action and separate undertaking under Section 106.   |
| PL-4    | Tania Werbizky /<br>Preservation League of NYS | The APE is too narrowly defined to allow for meaningful review of impacts on the neighborhood and its historic resources since "real-world experience and common sense" link this project to the overall Peace Bridge Plaza project.  | The APE for the NY Gateway Connections Improvement Project to the US Peace Bridge Plaza is based on the scope of work under the Build Alternative for this Project.  |
| BOPC-1  | Buffalo Olmsted Parks Conservancy              | The BOPC is in favor of proposed changes in Front Park – the elimination of Baird Drive and realignment of the Park entrance.   | Comment noted.   |
| BOPC-2  | Buffalo Olmsted Parks Conservancy              | The BOPC takes exception to the assessment that reconfiguration of Ramps PN and P will have no negative impacts on Front Park. They agree there will be no further obstruction of existing views, but have concerns that "... adding additional traffic to the area and additional roadways closer to the park will have an indirect impact on the historic character of the southwest corner of the park." The BOPC suggests a landscape retaining wall shielding the park from the sights and sounds of the Peace Bridge traffic. | Comment noted. The EIS will include a noise impact analysis, and will address the potential for additional landscape elements to minimize indirect visual effects.   |
| BOPC-3  | Buffalo Olmsted Parks Conservancy              | The BOPC is "not convinced" that a roundabout is appropriate for this location (though reminiscent of historic Olmsted features in other parts of the parks system).  | Comment noted.   |
| BOPC-4  | Buffalo Olmsted Parks Conservancy              | The BOPC is not in favor of relocating the multimodal trail to the south side of Porter Avenue. They would prefer efforts be made to control traffic and make for safe, direct access from Front Park to the Porter Avenue Bridge on the north side to connect the existing bike trail, the existing Riverwalk Trailhead, and Front Park.   | Comment noted.<br>The Project would construct a new walkway along the south side of Porter Avenue to remove bicycle traffic from the Porter Avenue traffic stream, and eliminate bicycle and pedestrian crossings on Ramps P and PN.   |
| BOPC-5  | Buffalo Olmsted Parks Conservancy              | The BOPC cites the historic significance of the existing stone abutments of the Porter Avenue bridge and the "ornate bridge that once crossed the Erie Canal in this location. Efforts should be made to reconstruct this bridge with this future character in mind." The BOPC notes that Porter Ave. is an important corridor to the waterfront and should be treated with dignity.  | Comment noted.<br>The Porter Avenue bridge abutments have been determined not eligible for the National Register. However, NYSDOT has agreed to consider salvaging the abutments' remaining stone and architectural elements for reuse on a new bridge, for the purpose of incorporating these materials as aesthetic elements of a context-sensitive design reflecting the history of the location and setting. |

| COMMENT | NAME / AFFILIATION   | SUMMARY OF COMMENTS  | RESPONSE  |
|---------|--|--|---|
| PBN-1   | Preservation Buffalo Niagara / J. Wilson                                   | Concern that several adverse impacts will occur as a result of the Project.<br>PBN states that construction of the proposed ramps along the SW boundary of Front Park will obstruct the principle view of Lake Erie, the waterfront and the Niagara River. The Project will have an adverse impact on this historic resource by obscuring these principle views as the original design had intended. | The placement and design of the ramps would not interfere with the existing viewshed, and all practical efforts have been made to minimize any visual interference. Engineering details such as elevations of the ramps and an analysis of the viewshed will be presented in the EIS, along with preliminary plans and profiles.<br><br>Preliminary profile drawings of Ramp PN under the Build Alternative (Option A and Option B) show the proposed elevation of Ramp PN is largely at grade, or depressed below the existing ground surface adjacent to Front Park where it merges with modified Ramp N. |
| PBN-2   | Preservation Buffalo Niagara / J. Wilson                                   | The proposed ramps along the SW boundary of Front Park will obstruct principle waterfront views "as originally intended for the residential properties that are directly adjacent to the park along Busti Avenue."   | The Prospect Hill Historic District, including contributing resources on Busti Avenue, was determined National Register eligible under Criteria A and C, for its concentration of architectural styles popular during the period circa 1880-1955, depicting residential growth and development in the city of Buffalo adjacent to the Olmsted-designed Front Park and Prospect Park. The district does not qualify for the National Register on the basis of its potential views of the waterfront from Busti Avenue.   |
| PBN-3   | Preservation Buffalo Niagara / J. Wilson                                   | PBN also asserts that the proposed ramp configuration would "force wide-load trucks to use local streets including Busti Avenue", causing wide-load trucks and other traffic to obscure principle views from Bust Avenue properties as originally intended.  | The purpose of the project is to reduce the use of the local streets by interstate traffic, including trucks. Potential traffic impacts will be analyzed and presented in the EIS.  |
| PBN-4   | Preservation Buffalo Niagara / J. Wilson                                   | PBN believes the boundaries of the APE should be expanded, based on the organization's initiative to "establish a Local, State and National Register Historic District in the Prospect Hill neighborhood", including both properties within the APE and outside of it.   | The APE, which is based on the scope of work and potential effects of this Project, includes contributing resources within the Prospect Hill Historic District. It is not necessary for the APE to include the PHHD in its entirety; the Project's effects on the district have been considered as part of the Section 106 review process.  |
| PHNA-1  | Prospect Hill Neighborhood Alliance<br><br>Public / not a Consulting Party | The PHNA contends the Project should be removed from funding considerations by the USDOT because it would introduce "incompatible visual, atmospheric and audible elements into the historic area in which this Project is located."   | Comment noted.<br>Based on the proposed scope of work under the Build Alternative, the Project would not alter, directly or indirectly, the characteristics that qualify identified historic properties for listing in the NRHP.  |
| PHNA-2  | Prospect Hill Neighborhood Alliance<br><br>Public / not a Consulting Party | Project alterations are inconsistent with the vision of the historic Olmsted Parkway Porter Avenue   | Proposed improvements would not alter the characteristics that qualify Porter Avenue for the National Register, and would not adversely affect its historic association with other contributing elements of the National Register listed Olmsted Parks and Parkways system.   |

| COMMENT | NAME / AFFILIATION   | SUMMARY OF COMMENTS   | RESPONSE  |
|---------|--|---|---|
| PHNA-4  | Prospect Hill Neighborhood Alliance<br><br>Public / not a Consulting Party | For consideration, the PHNA submits the design for Porter Avenue presented in the <u>Buffalo Waterfront Corridor Initiative</u> | Comment noted.  |
| PHNA-5  | Prospect Hill Neighborhood Alliance<br><br>Public / not a Consulting Party | Project ignores previous community-based planning decisions for Porter Avenue vetted between 2004-2007                          | The Build Alternative for this Project was developed based on an identified transportation need which is more narrowly defined than the community-based planning goals of the corridor initiative. Reducing the use of local streets by Interstate traffic and removing through traffic from Baird Drive are consistent with the Buffalo Corridor objectives, but elements of the goals for waterfront gateway design are outside the scope of this Project. No aspect of the proposed Project would preclude the development and implementation of the community's general urban design goals. |